DOCUMENT RESUME

ED 208 174 CE 030 228

| | |
|---|---|
| AUTHOR | Schroeder, Paul E. |
| TITLE | Comprehensive Community-Based Services for Offenders Information Pak. Part 3: A System for Delivering Comprehensive Services to Offenders. |
| INSTITUTION | Ohio State Univ., Columbus. National Center for Research in Vocational Education. |
| SPONS AGENCY | Columbus-Franklin County Manpower Consortium, Ohio. |
| PUB DATE | Jun 81 |
| CONTRACT | CT-02585 |
| NOTE | 113p.; For related documents see CE 030 226-227. |
| EDRS PRICE | MF01/PC05 Plus Postage. |
| DESCRIPTORS | Adult Education; Attitudes; Community Involvement; *Community Resources; Community Services; *Coordination; Correctional Institutions; *Correctional Rehabilitation; Counseling Services; Criminals; *Delivery Systems; *Human Services; Individual Needs; Institutional Cooperation; Job Development; Job Placement; Job Training; Prisoners; Program Administration; Program Development; Program Evaluation; Program Implementation; Publicity; Recruitment; Selection; Social Services; Staff Development; Vocational Followup |
| IDENTIFIERS | *Exoffenders; Ohio (Columbus); Ohio (Franklin County) |

ABSTRACT

This paper describing a system for delivering comprehensive services to offenders is the third of the five-part Comprehensive Community-Based Services for Offenders Information PAK that provides guidelines for developing a system to improve exoffender service delivery. (Parts 1 and 2, which also contain printed information, are available separately.) Following an introduction, the first section makes suggestions for providing the services. Topics include getting started/publicity (intermediaries, media, dissemination, and personal visits), recruitment and registration, orientation, screening/selection, assessment, counseling, support services, education, jobs (development, placement, follow-up, and follow-through), and production training center. Discussion in the next section focuses on continued provision of services through a system that changes to meet changing needs. The final section describes administrative and organizational structures for the comprehensive and coordinated offender services delivery system. It covers attitudes of persons involved who must be advocates for offenders, staff training, cooperative and contractual agreements between organizations, facilities, data collection for decision making, communications, and ongoing system evaluation. Appendixes include a list of people and organizations to contact and listing of reference documents. (YLB)

ED208174

# COMPREHENSIVE COMMUNITY-BASED SERVICES FOR OFFENDERS INFORMATION PAK

## PART 3

## A SYSTEM FOR DELIVERING COMPREHENSIVE SERVICES TO OFFENDERS

by

Paul E. Schroeder

U.S. DEPARTMENT OF EDUCATION
NATIONAL INSTITUTE OF EDUCATION
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

✓ This document has been reproduced as received from the person or organization originating it.

☐ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official NIE position or policy.

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

F. Moody

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

The National Center for Research in Vocational Education
The Ohio State University
1960 Kenny Road
Columbus, Ohio 43210

June 1981

CE 030 228

COLUMBUS-FRANKLIN COUNTY MANPOWER CONSORTIUM

CETA PRIME SPONSOR

a joint venture of the

CITY OF COLUMBUS and FRANKLIN COUNTY COMMISSIONERS

Mayor Tom Moody

Commissioners Harold Cooper, Michael Dorrian, and Jack Foulk

Administered by the

DEPARTMENT OF COMMUNITY AFFAIRS

Odella T. Welch, Director

Planning, Research, and Program Development

Michael D. Hock, Program Administrator
Greg C. Ide, Planner

THE NATIONAL CENTER FOR RESEARCH IN VOCATIONAL EDUCATION

The Ohio State University

Robert E. Taylor
Executive Director

Ferman B. Moody

Associate Director, Personnel Development Division

CRIMINAL JUSTICE PROGRAM

CETA OFFENDER ACTIVITIES GRANT PROJECT STAFF

Paul E. Schroeder, Project Director
Roger B. Allton, Graduate Research Associate
Roseann Pavlick, Secretary

The project conducted and reported herein was performed pursuant to Contract No. CT-02585 between the City of Columbus, the delegated "Administrative Entity" of the Columbus-Franklin County Consortium and The Ohio State University Research Foundation for the National Center for Research in Vocational Education. Points of view or opinions stated in this document are those of the authors. However, the opinions expressed herein do not necessarily reflect the position or policy of the City of Columbus or the Columbus-Franklin County Consortium, and no official endorsement by the City of Columbus or the Columbus-Franklin County Consortium should be inferred.

TABLE OF CONTENTS


| | Page |
|---|---|
| FOREWORD | vi |
| ESSENTIALS OF A COMPREHENSIVE AND COORDINATED SERVICES DELIVERY SYSTEM FOR OFFENDERS | ix |
| INTRODUCTION | 1 |
| PROVIDING CLIENT SERVICES-FOCUS ON SUCCESS | 6 |
| Getting Started | 6 |
| Intermediaries | 7 |
| The Media | 10 |
| Dissemination | 11 |
| Personal Appearance | 12 |
| Recruitment and Registration | 15 |
| Orientation | 18 |
| Screening/Selection | 19 |
| Records Review | 20 |
| Interviews | 21 |
| Assessment | 22 |
| Counseling | 23 |
| Support Services | 24 |
| Education | 27 |
| Jobs | 29 |
| Job Development | 31 |
| Job Placement | 35 |
| Job Follow-Up | 37 |
| Follow-Through | 38 |

TABLE OF CONTENTS (Cont'd.)


| | Page |
|---|---|
| Production Training Center | 40 |
| PROVIDING CLIENT SERVICES NOW AND IN THE FUTURE | 42 |
| ADMINISTRATIVE AND ORGANIZATIONAL STRUCTURES FOR THE COMPREHENSIVE AND COORDINATED OFFENDER SERVICES DELIVERY SYSTEM | 45 |
| Advocates for Offenders | 49 |
| Goals and Standards for Offender Service Delivery System | 49 |
| Beliefs in Offenders as Humans | 50 |
| Staff Training | 52 |
| Cooperative and Contractual Agreements Between Organizations | 54 |
| Advisory Board | 68 |
| Policies and Procedures | 69 |
| Facilities | 70 |
| Data for Decisions and Services | 76 |
| Communications | 84 |
| Evaluation | 87 |
| SUMMARY | 89 |
| EPILOGUE | 91 |
| PEOPLE AND ORGANIZATIONS TO CONTACT | 93 |
| REFERENCE DOCUMENTS | 96 |

FIGURES


| | | Page |
|---|---|---|
| 1. | Outreach-Recruitment-Registration . . . . . | 16 |
| 2. | Supportive Services Provided by Human Service Agencies. . . . . | 25 |
| 3. | System Services Points of Entry . . . . . | 43 |
| 4. | Example of Cooperative Working Agreement . . . . | 57 |
| 5. | Data Elements Describing Offenders . . . . . | 78 |

## FOREWORD

No one can argue about the need for appropriate authorities to take action to address the problem of reducing crime and recidivism within our community. This project was designed to focus attention on the problem by developing a comprehensive service delivery system for ex-offenders. The materials contained in the "PAK" provide guidelines that can be used successfully in developing a comprehensive system to improve ex-offender service delivery. The success of this system lies not in words or publications but in the ability of people to do what is necessary to assist the ex-offender in becoming gainfully employed, well adjusted, contributing citizens.

This PAK of materials consists of five parts:

Part 1. How to Use the Comprehensive Community-Based Services for Offenders Information PAK

Part 2. Offenders in and from Our Community: Columbus-Franklin County, Ohio

Part 3. A System for Delivering Comprehensive Services for Offenders

Part 4. Videotape entitled BRANDED from the Department of Labor

Part 5. Audiotapes - Thoughts and Challenges

The authorities within the Columbus-Franklin County Department of Community Services are to be commended for their

insights in providing resources to address such an important problem. I wish to express my personal gratitude to Ms: Odella Welch, Dr. Michael Hock, Mr. Greg Ide, and other members of the staff of the Department of Community Services for their support and cooperation in completing project activities. I also wish to express my sincere appreciation to the people who attended the three Community Awareness Workshops. The insights and suggestions they provided were very beneficial to the planning grant.

Recognition is extended to the members of the Board of Consultants listed below whose input was invaluable in conducting the grant. Special thanks go to Mr. Christopher Kloth for serving as the Chairperson of the Board.

Khadijah Ali
Youth Advocate Services, Inc.

Fred S. Barkley
Ohio Department of Education,
Division of Vocational
Education

Gene Collins
Ohio Industrial Commission

Pat Ferguson
Traynor Halfway House, Inc.
Center for Aid and Referral

James R. Greene
Bureau of Vocational
Rehabilitation

Robert Hadden
National Alliance of Business

Paul Johnson
Man-To-Man Associates, Inc.

Christopher Kloth
Adult Parole Authority

Robert Mossbarger
Ohio Youth Commission

Geno Natalucci-Persichetti
Alvis House

Jim Smith
Columbus Urban League

Claude Stevenson
Columbus-Franklin County
Criminal Justice
Coordinating Council-RPU

Creighton Whiting
Ohio Bureau of Employment
Services

Lucien Wright
Citizen-At-Large

I also wish to express appreciation to Dr. Paul Schroeder Project Director; Roger B. Allton, Graduate Research Associate and Dr. Ferman B. Moody, Associate Director, who were instrumental in successfully completing the project. I also thank Robert Westbrook, Program Associate, for his role in assisting with completing the final report.

I express my gratitude to Roseann Pavlick and Barbara Cherry for their assistance in typing these reports, and to Janet Kiplinger and her staff in editing the final draft.

This report is disseminated with the expectation that its contents will apprise the reader of the seriousness of the problem regarding ex-offenders and that appropriate officials can take the necessary action to begin to address the problem in a realistic and systematic fashion.

Robert E. Taylor
Executive Director
The National Center for Research in Vocational Education
The Ohio State University

ESSENTIALS OF A
COMPREHENSIVE AND COORDINATED SERVICES
DELIVERY SYSTEM FOR OFFENDERS

- A coordinator responsible for the entire system
- On-going preservice and inservice training for system personnel who will work with the clients
- Advance planning and goal setting
- One, and only one, system staff member assigned to each client to coordinate and provide services for the client
- Cooperative working arrangements (and signed working agreements--financial and nonfinancial) between business, industry, local government, the schools, community organizations, and the "system"
- Active promotion and publicity of the system and its services to business, industry, and the community
- On-going contacts with offenders (those incarcerated, released, and on probation)
- On-going contacts with business, industry, labor
- Accurate recordkeeping
- On-going evaluaton of system and reporting of results (successes and failures)
- Centralized location of a "system" office exclusively for system clients (offenders)
- A centralized and computerized client recordkeeping system
- An emphasis on work found in the private sector, not the public sector
- Technical assistance and coordination of the development of the system from an agency or person independent of the service delivery system participants
- Identifying, and singling out, the offender and the places and people providing services to meet offender needs

SYS-TEM n. 1. A group of interacting, interrelated, or interdependent elements forming or regarded as forming a collective entity. 2. A network of structures and channels, as for communications, travel, or distribution. 3. A social, economic, or political organizational form. 4. Harmonious arrangement or pattern.

SYS-TEM-AT-IC adj. 1. Carried on in a step-by-step procedure. 2. Characterized by purposeful regularity; methodical.

COM-PRE-HEN-SIVE adj. 1. Covering completely; inclusive.

CO-OR-DI-NATE vt. 1. To bring into a common action, movement, or condition; harmonize. vi. 2. To be or become coordinated, especially so as to act together in a smooth concerted way.

Today there exists no single agency that can serve the needs of incarcerated and released offenders. The correctional institutions themselves contract agencies external to the institutions that provide services within correctional facilities, and volunteer groups and individuals that work with imprisoned persons do not and cannot presently meet all the needs of all incarcerated individuals. The sheer number of people who come into and leave prisons each year, some only staying a few months, precludes inclusive services being rendered to all.

The vast number of offenders released from imprisonment, placed on probation by the courts, or diverted from incarceration into community-based corrections programs overwhelms the capacity of human/social service agencies to meet the myriad of individual needs for services.

At the onset of this discussion of how to develop an offender services delivery system which is comprehensive and coordinated, let us agree that one agency cannot do it all. Neither can all of the human service agencies that are currently working in Columbus and Franklin County do it all. The task is too great to be achieved.

Yet, in this beginning of a system there is hope--hope that the needs of offenders can be made known to the public; hope that the public will respond to and satisfy those needs with financial and personal support; hope that the agencies currently providing services will be willing to cooperate with one another, to share information and opinions, and to work as a comprehensive and coordinated system of individuals and agencies in order to meet the many unsatisfied needs of offenders.

In making the suggestions for activities and events to develop the comprehensive and coordinated system to serve offenders, we have in many cases been rather vague. In fact, the readers may sometimes wonder whether they know how to do what they have just been told to do. They will ask, "Why didn't the writers tell us how to do it?"

The writers could easily tell someone what to do and how to do it. We could provide a step-by-step approach to do the variety of things that must be done to establish and operate the system. We could give you a cookbook or a programmed instructional manual. However, given the complexities of providing the services offenders need and want, the intricacies

of the operational procedures of the agencies and organizations involved, and the wealth of talented, experienced, and knowledgeable persons staffing these groups, it would be presumptuous if not downright idiotic to lead the readers step-by-step through the processes of meeting offender needs.

Instead, we have chosen to provide a blueprint and framework for the system. By integrating the variety of agencies and organizations providing human services that offenders could utilize, we have left the details of day-to-day operational procedures to the creativity of the staffs of the agencies.

We did not, nor could we, provide a panacea to eliminate the lack of coordination and comprehensiveness. We did, however, observe the symptoms of those problems, diagnose the causes, and make recommendations for treatment. We believe that by following these recommendations, and by utilizing the people, money, and physical facilities and equipment of the community as they exist today, the prognosis for providing services to offenders is positive.

There is no magic way to develop or operate the proposed system. The only way to make it work is for people to agree to disagree on how best to get the job done, agree that the job must be done, and agree to work cooperatively to do that job. Working together, the job can be done. Working alone and aloof from one another, very little good can result. The major

problems and handicaps limiting chronically unemployed persons are the following:

1. Negative, nonaccepting attitude of public
2. Lack of information about the job market
3. Lack of awareness of career options
4. Lack of orientation to working life
5. Poor reading, writing, and mathematics skills
6. No specific job skills
7. Need for support services (e.g., child care, housing)

To solve these problems successfully, we must accept the magnitude of the challenge. Yet, we must also state that we now have or will develop the means to meet the challenge. It is no easy task, but it is one that can be achieved through diligence, perseverance, and faith in the value of what is being done.

Whatever is done must be so designed and accomplished that whoever provides services or uses them experiences success and good feelings about what is happening or had happened! No doubt there will be failures and negative feelings. That is only natural. But, we must believe and work toward more successes than failures, more good feelings than bad, and more plus results than minuses.

In summary, as we describe the system of services, activities, and events to help offenders, incarcerated and not imprisoned, we realize that is is not an easy undertaking. Yet, we realize that--

1. the system can succeed;

2. the people who provide the services can succeed; and

3. the offenders who receive the services can succeed!

Success is no easy thing to come by. The opposite, failure, is not easy to achieve either. Both take work. The question is, "Where would we rather put our efforts?" We have the choice, and there is no doubt that even in the face of so-called insurmountable opposition, our choice should be, must be, for success.

PROVIDING CLIENT SERVICES--FOCUS ON SUCCESS

## Getting Started

The first concern in developing a system is advertising what you have got and getting people interested enough in it to want to participate in your activities. You know you have something (services, people) that meets the needs of offenders or at the very least you believe you know what those needs are and that your program of activities satisfies the needs completely or to some degree. You know the offenders are out there and that they have needs to be met. So, what do you do to advertise, to reach out to clients, to recruit clients, and to register them to become active participants in the service delivery system?

First, do not let numbers of potential clients scare you away. All will not need all services available, nor will all need any services. So do not be fearful of letting all those offenders know what you could possibly do for them. Remember, even if offenders cannot personally benefit from your services, for whatever reasons, maybe they know of a fellow offender who could! And that is what you are about--serving those who are in need.

Intermediaries

So now that numbers do not bother us, we are ready to tell our story. To whom do we tell it? We know we cannot personally travel to every prison and jail in Franklin County. We cannot visit each institution housing prisoners who will be paroled or released. Nor can we have people in the jails or courts who can tell each offender of our services.

We must have intermediaries who can act on our behalf. We must provide these people with the information describing our services and with the names of our staff "contact" people. We must strike up a working relationship with these people so that information flows from us to them and from them to us. We must develop a two-way communications channel that is always open.

Who are the people who can act on our behalf? In the federal, state, county, and city criminal justice agencies, they are as follows:

Police Chiefs--Columbus and all cities, villages and townships

Sheriff--Franklin County

Judges (and Referees)--Franklin County: Court of Appeals; Court of Common Pleas; Court of Domestic Relations; Municipal Court

Attorneys (Prosecuting and Defense)

Probation Officers--Court of Common Pleas, Franklin County Adult Probation Department; Court of Domestic Relations; Juvenile Probation Offices; Municipal Court, Probation Department; Ohio Department of Rehabilitation and Corrections, Probation Development Section; U.S. Federal Probation

Superintendents--Department of Rehabilitation and Correction; Ohio Youth Commission; Franklin County

Jail; City of Columbus Women's Correctional Institute, and Workhouse Division; Ohio Youth Commission

Parole Officers--Ohio Department of Rehabilitation and Correction, Adult Parole Authority; Ohio Youth Commission Aftercare; U.S. Federal Parole

Chiefs of Departments, Divisions, Offices, etc., in City, County, State and Federal agencies dealing with offenders

United Way Agencies--Salvation Army

Private Volunteer Organizations--7th Step Foundation; One-To-One; Man-To-Man; Woman-To-Woman; Prison Fellowship; Comprehensive One Stop Offender Aid Program; CONTACT; Prison Pen Pals; Volunteers of America; Urban League; Travelers Aid; Comprehensive Offender Effort, Inc.

CETA Prime Sponsors

Private Industry Councils

Manpower Development Organizations

Associations--The Ohio Correctional and Court Services Association; Buckeye Sheriff's Association; Franklin County Trial Lawyers; Fraternal Order of Police; Ohio Association of Chiefs of Police; Ohio Halfway House Association; Ohio Prosecuting Attorneys Association; Ohio Public Defenders Association

Why is it important to inform these people about your services and to ask them to assist you in reaching out to potential clients? To be effective in serving clients you have got to get to them and let them know you are ready to help them. If you cannot personally do this on a face-to-face basis, you have got to use other people. You have to use any and every person who is likely to come in contact with an offender, even if only for a few brief moments. The medium (people) is the message--People are ready to help the offender.

In essence you are trying to get the word out on your contact person(s) services. The more people who are aware of what you can do for and with offenders, the more chances there are for you to do it. Whenever and wherever a need arises that you can meet, the more people who know of you, the greater are the chances you will learn of the need and attempt to meet it.

Remember, too, that all the people, agencies, and organizations you involve in communication will not be exclusively devoted to serving offenders. Many provide services to a variety of people. The important thing is that they do come in contact, to one degree or another, with incarcerated and released offenders.

It is necessary to take an inventory of people, organizations, and places where offenders are located, serviced, housed, and so forth. Information from the inventory is organized into a handbook or directory such as the Directory of Human Services for Columbus and Franklin County, which would contain essential information about each agency, and would keep all staff members within the delivery system aware of the total range of services available to their clients.

Information for the directory should include at least the following for each agency:

Name

Address

Location (State-County-City)

Contact Person(s)

Telephone Number(s)

Services Provided

Clients Served

Number of Offenders Which Can Be Served

The information should be updated every six months by telephone and mail inquiries. Current information is essential to inform these agencies of your activities and your need for assistance and/or information.

The directory serves as a "who's who" mailing list of those persons and agencies that must be aware of your services for offenders. Keeping these people informal about your services and changes in them, and knowing what the agencies are doing, will maintain your ability to actually serve the needs of offenders at a very high level.

The Media

You must depend on more than just word of mouth to advertise your services. Printed materials describing the program of services, people to contact, location(s) of services, and similar vital information are needed to present accurate, and timely information the intermediaries and potential clients can use to make decisions about seeking the services and actually securing them. Use brochures, pamphlets, flyers, synopses, abstracts, calling cards, or whatever type of printed materials essential for good outreach. Do not forget that comic books, yes comics, have been successfully used to convey

information via printed word to many groups of people who normally do not read or are not even interested in reading.

The use of scripted filmstrips--silent and audio-synchronized can be an effective communications tool as can be audiotapes, videotapes, films, and overhead projector transparencies. Such audiovisual aids can be used by the professional to make a presentation to potential clients and others. The materials can also be used by potential clients in a self-instructional mode.

It is important to gear the material to a reading level of about the fourth to sixth grade range. Doing so ensures that any materials sent from the system will be useable by the potential client. The system is for the client, and thus anything and everything it does must be fashioned to be useful to and useable by the offender.

Dissemination

Sending materials to local (county) officials and organizations is the first step in distributing information about the services delivery system. The second step is distributing materials to state officials and organizations. And the third step is sending information to national level people and agencies.

Distribution of information to all locales where offenders, currently reside is important to ensuring that potential clients can be made aware of available services.

Personal Appearance

Personal visits to people, agencies, and correctional institutions is an important means of maintaining communication between those directly in contact with offenders and the service delivery system. As the system develops its service capacity, representatives (paid staff and/or volunteers) of the various agencies will, no doubt, personally visit with offenders and intermediary persons in contact with offenders.

Visitation should occur within the confines of Franklin County and may occur to a lesser degree in the counties adjacent to Franklin County. Personal contacts in the local geographic area will be necessary since it will be in this area that offenders receive the majority of their services. A close working relationship among the personnel of the service delivery system organizations and criminal justice, corrections, and human/social service agencies in the geographic area of Columbus and Franklin County is the hallmark of a system that can provide needed services in an effective and efficient manner.

Occasional travel to intermediary contacts throughout the state may be required from time to time. Such trips are vital to developing the kinds of working relationships that are necessary to build an effective offender services delivery system. These visits are also needed to help allay the fears we all have that someone or some organization is trying to step on our turf and take over.

KEYSTONE TO SUCCESS: Cooperation between people and agencies to achieve the common goal of serving the needs of offenders in the most effective, efficient, appropriate, and timely manner.

Cooperative efforts between one locales' human service organizations and people and those in the offender services delivery system will be needed to maintain communications and provide service. People from a distant agency may have to be trained to tell the story of your services, to register potential clients for services, to keep the system informed of potential clients' status, and to actually provide some services to offenders in that locale prior to the offenders' return to the Columbus-Franklin County area.

The Ohio Management Training Institute, Inc. (OMTI) in Columbus serves the twenty-seven CETA prime sponsors in the state of Ohio. Through its various programs, including Prime-Sponsorto-Prime-Sponsor Management Assistance, OMTI could facilitate one prime sponsor (serving an area in which a correctional institution is located) providing services for offenders who will return to the Columbus-Franklin County prime sponsor area.

This type of working relationship, sharing of functions, and provision of services in the most cost-effective manner will benefit both the offender and the service deliverers. Providing intervention of services at the time and place closest to the request for services, and initiating services through the people who received the request for assistance in the first

place creates an atmosphere of trust, caring, concern, and interest. This atmosphere is the kind that must be fostered in order to help offenders who bring a lot of negative feeling and experiences to a rather negatively fashioned criminal justice/corrections system.

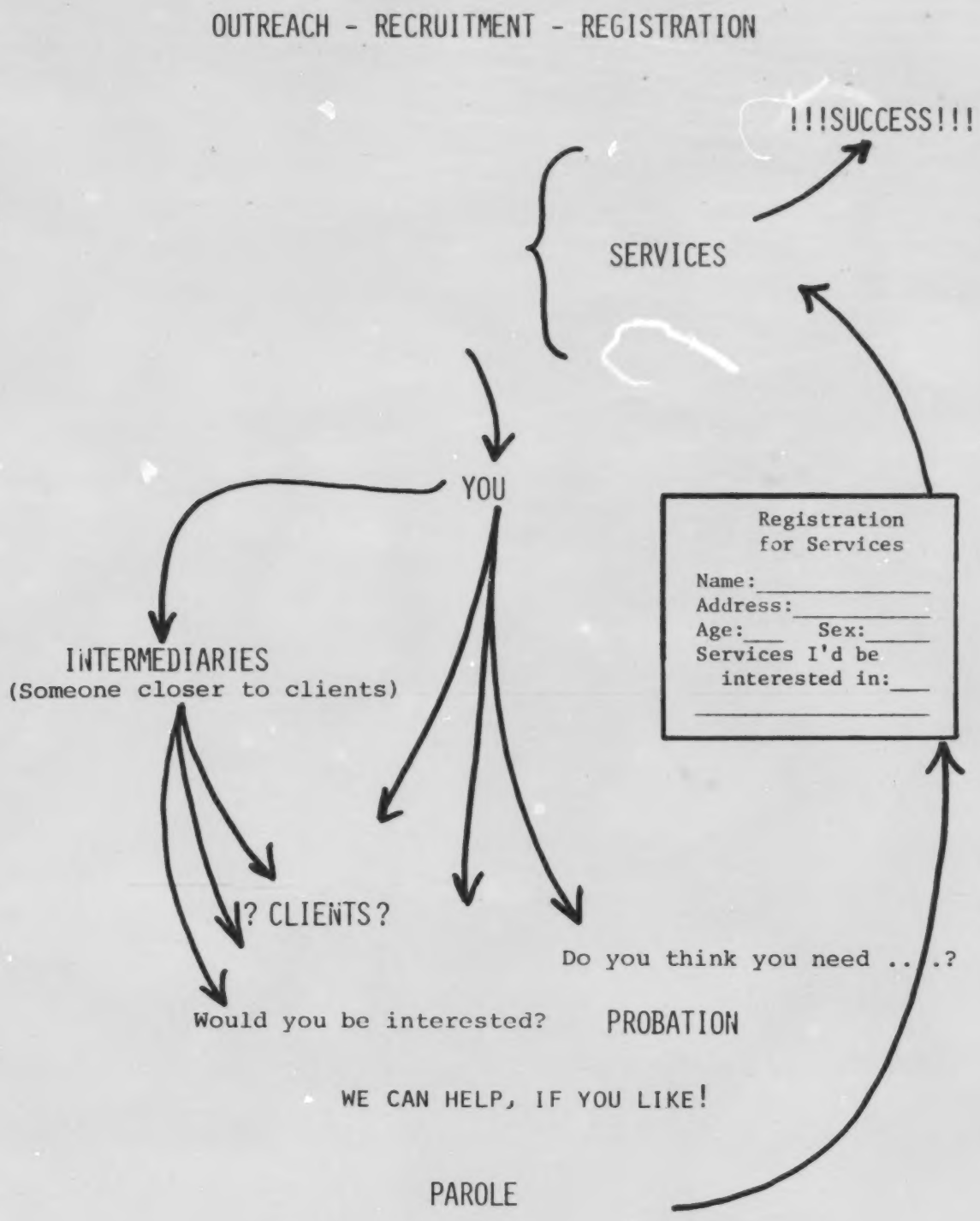
## Recruitment and Registration

"You can lead a horse to water, but you can't make it drink." So too it is with offenders who may or actually do need services. Those operating the services delivery system can do everything in their power to inform offenders of available services that actually would meet their needs. The system can even get the offenders to meet personally with representatives of the system to hear about and ask questions about the services available. There must be a mutual commitment, however, between the two parties to get the ball rolling. The offenders must commit themselves to participating in the program of services by registering with the system. Likewise, the system must commit itself to providing services--immediately--to meet the needs of offenders.

This recruiting of offenders and registering them is like developing a contract between two people. By signing a contract that requests each party to provide certain pieces of information and specify certain activities each party will complete, the parties are agreeing to work toward a common, mutually acceptable and agreed upon goal. This commitment means that both parties will succeed:

- Offenders will receive needed services in an efficient, effective, and timely manner enabling them to succeed in becoming law-abiding and contributing members of society.
- The system will have accomplished its mission. It will have satisfied its reason for existence.

FIGURE 1. Outreach-Recruitment-Registration



The key to this process of commitment is the contract which specifies--

* who the system is;
* who the client is;
* what the system will do;
* when the system will do what it says it will;
* what the anticipated results will be after services are provided;
* what the client will do;
* when the client will do what they are anticipated to do; and
* what can be done if there are any problems that develop in meeting the terms of the agreement.

Recruitment and registration of clients should be done at the earliest appropriate time in the offenders' travels through the criminal justice system. This means that at whatever point in the justice system the offender is, if services can be effectively rendered, they should be. Later in this booklet the various types of services offenders need are discussed. When to make these types of services available will have to be determined by the service system when it begins operation.

Again, the focus of providing services is to create an opportunity for the client to succeed. To do this means active involvement of the system and its clients in a mutually agreed upon set of activities.

## Orientation

Part of the outreach/recruitment/registration process is that of orienting the client to the goals and services of the system. Telling the offenders what will happen by participation in the system enables them to make their own decisions about participating in the program.

Careful attention must be paid to realistically explaining what can be done for the offender. Building a sound base of truth about what will happen and getting a few participants in the program is preferable to getting a lot of offender clients who believe that practically anything can happen (e.g., dismissal of charges, early parole, a high paying job).

In orienting the client to the program, the system is in essence describing the conditions of the agreement between the offender and the system. The details of orientation to the system will be geared to the status of the offender within the justice system. Incarcerated individuals who will be imprisoned for a while would not need much detailed information about job placement services. An offender within thirty days of parole release, on the other hand, would need a considerable amount of information describing job placement, counseling, and support services available after release.

Offenders can be easily grouped by age, sex, crime, intelligence, and so forth for the purposes of planning and developing service delivery programs. However, when the time

comes to deliver the services, each offender must be separated out and helped as a unique individual capable of succeeding in a different way. The key to orientation is found in individualizing the information about the system. EAch offender is a unique person.

One final word must be offered. Orientation has a dual meaning. First, we should be concerned about orienting the offender to the service delivery system. Second, and perhaps more important, we must be concerned about orienting:

- o offenders to themselves as persons;
- o service provider personnel to themselves and their attitudes toward offenders; and
- o offenders and service provider personnel to their working (professional) and personal relationships.

After all, the basis for the entire service delivery system is people helping people. The success of the system will not be found in its process, procedures, forms or facilities. It will be found in the human relations that develop between the system's personnel and the clients.

## Screening/Selection

No matter who the offenders are who agree to participate, there must be a determination made as to their eligibility for services provided by the system. For CETA services this is extremely important given the legislative mandates and restrictions. For other service providers in the system, the necessity to determine eligibility is also apparent. Whether

eligibility determination should be done prior to registration or during it will have to be decided as the system operates.

Eligibility criteria may include income, family status, criminal record (types of crime and number), job history, education, training history, job skills, interests, and so forth. A complete list of criteria for the total system including each agency's criteria will have to be developed in order to decide which agency or combination of agencies can best serve the needs of the offender clients. Collection of data defining eligibility should be accomplished by reviewing records and interviewing.

Records Review

All criminal justice system records for each client should be reviewed completely by a system staff member. Data describing each potential client, as required by the system, should be recorded on the system's form. This form will serve as the basic document of description as a client begins to be served by the system, and as the client continues in the system.

Careful attention must be paid to accurately recording data from records onto the form. Questionable data should be verified with appropriate justice system personnel. Accuracy at the beginning is essential to providing services in a timely, cost-effective, and beneficial manner. Continuity of service and awareness of the status of a client in getting services are ensured if record keeping is maintained. Since service

provider staff change, but the client may remain, it is apparent why an accurate client record is needed.

Interviews

In addition to reviewing client records, it is vital that the offenders themselves and people who have worked with the offenders while they have been in the justice system be interviewed. The interview process is a way of verifying written record data. It is, more importantly, the only way of establishing a one-to-one, working and trusting relationship.

The interview should be conducted by the person who will serve as the system's coordinator for that client throughout the client's progress through the various services provided by the system. This personal identification between a client and one service system staff member is essential to personalizing the system. Bouncing clients between people, and even between buildings and places, can be confusing, demoralizing, and just plain ridiculous if the purpose of the system is to meet the human needs of offenders. It makes common sense to have one staff member identify and work with one client, to become a trusted friend. Trust between two people, so essential to actually meeting offender needs, can only be built when people constantly work together. That trust cannot be built from chance and infrequent meetings and discussions.

Interviewing techniques should be a part of the inservice and preservice training for system staff. It is advisable and

highly desirable to have trained ex-offenders on the staff of the system. Such staff members can be invaluable in working with offenders or clients and in helping staff better plan and present services for offenders.

The interview should be a pleasant yet job-effective process. Its purposes are to build relationships, gather and verify information, and establish a process where the offender and interviewer can see what the goals of the relationship are.

## Assessment

In making a scientific determination or assessment of what the offender client is like in terms of skills, knowledge, and attitudes, a variety of processes is recommended.

Primary among the methods are paper and pencil tests, manipulative/dexterity tests, and psychological interviews. Testing, in whatever form or version is determined to be most useful, will help to determine the client's job readiness, aptitudes, abilities, and motivation to succeed in receiving services and putting to use the services provided.

There are no magic tests that will accurately assess all that we would like to know. However, the tests available, coupled with the insights of a client's personal service coordinator, can provide the information necessary to determining what services will be most beneficial and useful to the client.

Through the assessment process, which must not be long and drawn out, the system's staff can classify the various needs of

a client and match those needs with services designed to satisfy them.

## Counseling

As part of the assessment process, the screening and selection process, as well as recruitment and registration process, system staff are starting the counseling process that is at the very heart of the trust building and human relationship development.

The counseling process is one of listening and caring, of gently probing clients, and trying to get them to see themselves as they really are and as they would like to become. It is not a process of endless advice and admonition from the counselor or advisor.

Throughout the entire counseling process, which may last as long as the client and staff person wish--that is, even after the client has left the service delivery system--the counselor and offender are trying to develop human potential. The two parties are trying to find out where a client is with regard to personal and family (if any) goals and aspirations, vocational desires, avocational interests, religious commitments, sexuality, and life goals in general.

The two parties are also trying to establish concrete steps and actions to take in order to achieve the stated goals and desires. Here too, as in providing other services, the staff must be trained to cope with the people, situations, and circumstances surrounding offenders and their needs.

## Support Services

There are numerous types of services that offenders need. Crucial, however, to successfully operating a comprehensive and coordinated system are the following:

- o Identification of needs
- o Identification of agencies meeting needs
- o A process to efficiently and effectively match clients with services

This matching of needs with services to meet needs will easily be achieved if the agencies involved initially agree to cooperate and develop a system which, indeed, does meet human needs without bureaucratic red tape, delays, and excuses.

Figure 2 provides a list of human service agencies in Franklin County and Columbus and the services they provide. These services are the type needed by offenders. These agencies provide "support services," that is, services that are outside the education and employment services area which is deemed to be of primary importance to meeting offender needs. These two service areas will be discussed later.

The list is by no means complete, as there are numerous small agencies which come and go, yet do provide needed services. The Community Information Referral Service, Inc. (CALL-Caring, Answering, Listening, Linking) is one local agency that should become a supporting member of the offender services delivery system. Its function is to assemble and maintain a comprehensive resource file of currently available human service programs. In this capacity, the agency provides the crucial information about which agencies are available to service

FIGURE 2

Supportive Service Provided by Human Service Agencies in Franklin County with an Identification of the Services Provided by Each Agency

| Agency | Services Provided | | | | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | | | | Income Maintenance | | | | | Counseling | | | | | |
| | Health & Medical | Transportation | Residential | Bonding | Family Planning | Welfare | Supported Work | Food | Food Stamps | Clothing | Alcohol | Drug | Gambling | Family | Human Interpersonal Relationships |
| Alcoholics Anonymous | | | | | | | | | | | X | | | | |
| Alvis House, Inc. | | | X | | | | | X | | X | | | | | X |
| Big Brothers Association of Columbus, Inc. | | | | | | | | | | | | | | X | X |
| Big Sisters Association of Columbus, Inc. | | | | | | | | | | | | | | X | X |
| Buckeye Boys Ranch | X | | X | | | | | X | | X | X | X | | | X |
| Catholic Social Services | | | X | | | | | | | | | | | X | X |
| Center for Aid and Referral | | | X | | | | | X | | X | | | | | X |
| Cin-Thy-Care Community Service Center | | | | | | | | X | | X | | | | X | X |
| CMACAO | | X | | | | | | | X | X | | | | | |
| Columbus Area Community Mental Health Center | | | X | | | | | | | | X | X | | | X |
| Columbus Area Council on Alcoholism | | | | | | | | | | | X | X | | | |
| Columbus Urban League | X | | | X | | | | | | | | | | | |
| Gamblers Anonymous | | | | | | | | | | | | | X | | |
| Goodwill of Central Ohio/PREP | | | | | | | | | | | | | | | |
| Hilltop Civic Council | | | | | | | | X | | | | | | X | X |
| Integrity House | | | X | | | | | X | | | | | | | |
| Lutheran Social Services | | | | | | | | X | | X | | | | X | |
| Man-To-Man | | | | | | | | | | | | | | | X |
| Manna House | | | X | | | | | X | | | X | | | | |
| National Alliance of Business | | | | | | | X | | | | | | | | |
| One-To-One, Inc. | | | | | | | | | | | | | | X | X |

| Agency | Services Provided | | | | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | | | | | Income Maintenance | | | | | Counseling | | | | |
| | Health & Medical | Transportation | Residential | Bonding | Family Planning | Welfare | Supported Work | Food | Food Stamps | Clothing | Alcohol | Drug | Gambling | Family | Human Interpersonal Relationships |
| Orchard House | | | X | | | | | X | | X | | | | | X |
| Prison Fellowship | | | | | | | | | | | | | | | X |
| Rivers Group Home | | | X | | | | | X | | | | | | | |
| Salvation Army | | | X | | | | | X | | X | X | | | | X |
| Southside Settlement House | | | | | | | | | | | | | | | X |
| Southwest Community Mental Health Center | X | | X | | | | | | | | X | X | | | X |
| Tomorrow Education Now | | | | | | | | | | | | | | | |
| Traynor Halfway House, Inc. | | | X | | | | | X | | X | | | | | X |
| VITA | | | | | | | | | | | | X | | | |
| Woman-To-Woman | | | | | | | | | | | | | | | X |
| Adult Parole Authority | | | | | | | | | | | | | | | X |
| Columbus Municipal Adult Probation Department | | | | | | | | | | | | | | | X |
| U.S. Parole Office | | | | | | | | | | | | X | | | |
| Courts of Common Pleas | | | | | | | X | | | | | | | | X |
| Columbus-Franklin County Consortium (CETA) | | | X | | X | | | X | | | | | | X | X |
| Franklin County Children's Services | X | | | | | | | | | | | | | | |
| Franklin County Mental Health & Mental Retardation Board | X | X | X | | | X | | | X | | | | | | |
| Franklin County Welfare Department | X | | X | | | | X | | | X | X | X | X | | X |
| Federal Prison System | | | | | | | X | | | | | | | | |
| Ohio Bureau of Employment Services | | | | | | | | | | | | | | | |
| Ohio Department of Education | X | | X | | | | | X | | X | X | X | | | X |
| Ohio Youth Commission | X | | X | | | | | X | | X | X | X | X | | X |
| Ohio Department of Rehabilitation and Correction | | | | | | | | | | X | X | | | | |
| Bureau of Drug Abuse | | | | | | | | | | | | | | | |

offender needs and therefore which agencies should become cooperating members of the system. The list of support services agencies in Figure 2 generally excluded those community-based organizations, public and private, that specialize in education and jobs.

## Education

Education services are routinely provided by public elementary, secondary, and vocational schools and career centers; public and private technical, junior/community colleges and universities (both two-year and four-year programs); and private trade and business schools. The system has no need to develop its own education program. Rather, the system must develop working relationships with all educational institutions.

These relationships start with having an education representative serve on the system's advisory board which will be discussed later in this document. With help from the representative of education, the board can develop the specifications for referring its clients to the various educational institutions.

Referral implies that the educational institutions will conduct all the activities associated with "schooling" on their premises. That may not always be the case. It may be determined that many educational activities can be conducted in the facilities of the system in order to make the clients feel more comfortable and confident. Activities such as testing, counseling, evaluation, follow-through activities might more

appropriately take place in locations other than the educational institutions.

Academic classroom educational activites might easily be conducted at system agency sites. On the other hand, vocational and scientific training requiring laboratories, specialized machinery, and large work areas would certainly be conducted in locations already established for such training.

The important role of the system staff in making educational opportunities and services available to offender clients is to know exactly what educational services are available to meet client needs. Additionally, staff have to develop a sound working relationship with educators to ensure that all necessary steps are taken to monitor the progress of clients throughout their educational experiences and afterwards.

As a society we know much about how to educate people. What the system needs to do is take that knowledge and apply it to offenders in the most appropriate manner. The system needs to specify at what time educational services can best be used by offenders--while incarcerated or after release. The system needs to coordinate and blend the education, job training, and work experience of an offender, no matter where or when received, into a continuous spectrum of the individual's life experiences. This creates a positive thinking client, capable of mastering the world of work and life.

Educational activities do not solve all the problems of offenders leaving the criminal justice system. Nor does job

training alleviate all problems. There are many problems that individual offenders must, with guidance and assistance from system staff and others, work out for themselves, problems which can only be worked out in the process of living day to day.

Education and job training, however, are important life experiences that do provide individuals with a sense of fulfillment, capability,and possibility. Education, job training, and other services provided by various agencies party to the system can bring offender clients to the point of thinking, believing, and acting on the notion "I know I can, I know I can... succeed. I will succeed!"

## Jobs

> Freud was once asked what he thought a normal person should be able to do well. The questioner probably expected a complicated answer. But Freud, in the curt way of his old days, is reported to have said: "Lieben und arbeiten" (To love and to work).[1]

This powerful statement of what people should be able to do well instructs the offender service delivery system, and its staff and cooperating agencies, very precisely as to where the operation of the system must focus. The focus must be on helping clients come to love themselves and others, and to be able to work.

Getting a job or going to work, even getting an education to be able to go to work, is the primary directive of our American society and many others around the world. In present times, with increased population and numbers of job seekers,

coupled with inflation, recession, and lower consumer demands for products and services, jobs are scarce even for the well educated and trained. This is not to say that jobs are not available, but a lot of effort must be made to get the job.

What happens in the world of work to a person who has had little or no experience and/or training in searching for and getting jobs? What happens to people who have met with little success in keeping a job when they were employed? What happens to people who don't have the basic knowledge and technical skills required for various jobs? What happens in the world of work to people who have negative attitudes toward themselves, work, and other people? What can be done for these people?

Well, a lot of personal effort on the part of any number of qualified human service personnel will be needed to help them. Training will be needed in the following areas:

- o Attitudes and how to change them
- o Basic skills (reading, writing, arithmetic, government)
- o Life coping skills (Family economics, credit, etc.
- o Self-awareness
- o Interpersonal relationships

Acquisition of these skills will enable individuals to (1) feel good about themselves; (2) feel good about their lives; and (3) be capable of becoming and to become employed people,

---

[1]E.H. Erickson, Childhood and Society, 2nd ed., New York: W.W. Norton and Company, Inc., 1963, pp. 264-265.

who are satisfied with what they do and considered satisfactory workers by their employers.

As was discussed in the previous sections on support services and education, there are numerous agencies and personnel that should become a part of the offender services delivery system. These organizations and people can provide many of the activities that prepare offenders to succeed in the world of work. But, some additional steps must be taken to ensure that the client does get and keep a job. There are four steps or processes that must become an integral part of the services delivery system. They are (1) job development, (2) job placement, (3) job follow-up, and (4) follow-through.

Job Development

Job development includes several activities. Determining what jobs are available, what jobs are projected to be available, and what new jobs are expected to be created by emerging technologies, are important activities of the Bureau of the Census, the Ohio Bureau of Employment Services, and the U.S. Department of Labor publications and studies such as the following:

Current Population Survey

Employment and Earnings

Monthly Labor Review

Current Wage Developments

Ohio Labor Market Information

CPI Detailed Report

Producer Prices and Price Indexes

Occupational Outlook Handbook

Occupational Outlook Quarterly

Other data sources are the Employment and Training Report of the President; U.S. Chamber of Commerce; National Alliance of Business, and the Employment and Training Reporter by the Bureau of National Affairs, Inc. All sources of data must be routinely consulted to develop a picture of what jobs are potential sources of employment for trained offenders. Further, current data are necessary to determine exactly what job market can be served by the system's training capabilities. There may be areas of employment for which the system itself cannot provide training, but for which it can prepare clients for further training elsewhere.

A second activity in developing jobs is working with employers in the Columbus and Franklin County area to create jobs, or reserve job positions, especially for offenders who are or will be trained to meet job requirements. The object here is to work cooperatively with existing and incoming businesses to let them know that it is profitable to hire or even train offenders.

Close working relationships between the system and the private sector must be quickly developed and rigorously maintained. The following organizations should be the first groups

contacted and brought into the planning process for providing the sytem's services:

- Ohio Vocational Technical Consortium District CETA serving Madision and Franklin County
- Franklin County Employment and Education Commission
- Columbus Chamber of Commerce
- Private Industry Council (PIC)
- Manpower Advisory Council (MAC)
- Local Labor unions (e.g., United Auto Workers, Sheet Metal Workers International, and the many others represented in our area - see the Yellow Pages).

Development of working relationships between the offender service system and the business, industry, and labor community is the key to successfully enabling clients to work. This relationship is vital because there are only two types of jobs available to the system's clients:

- Subsidized jobs in the public (government) sector and the private, non profit agencies
- Unsubsidized jobs in the private sector that can be encouraged (and nonfinancially "supported") by the targeted jobs tax credit programs, and state and local tax abatement laws

The unsubsidized jobs in the private sector and the unsubsidized jobs in local, state, and federal governments vastly outnumber the subsidized ones.

The system should concentrate its efforts on developing jobs in the private sector. Focusing on the private sector unsubsidized job market for system clients is a means of communicating to the clients that they can and should work in

and be a part of society--a positive image building tactic. Further, focusing on the private sector sends a message to people in business, industry, and labor that hiring and keeping trained and counseled offenders makes good business sense, and is profitable to all concerned in more than mere monetary terms.

An offender assistance specialist should be a position created in each private sector organization that agrees to participate in the offender service delivery system's job development activities. The person or persons in this position would be trained in the ways to work with, counsel, and supervise an offender. Relating the organization's employment needs and concerns about offender employees to the system's staff would also be a part of this position. Additionally, this position would provide the training activities to acquaint other workers with the offender employment and training activities in the firm.

Creation of such a position is essential to building a communications network where needs and problems encountered by system staff, offenders, and employer organizations and workers can freely be expressed and discussed.

Establishing the support of business, industry, and labor will not be an easy undertaking. However, suggestions for means of enlisting such support are now becoming more widely publicized. A new publication entitled The Concerned Corporate Citizen: A Newsletter on Employing the Offender (National

Council on Crime and Delinquency) is providing descriptions of corporate efforts across the United States to provide job opportunities for offenders. Also described in the newsletter will be agencies that assist offenders in obtaining training and employment. Information on how to gain the support of the corporate community and how to create a successful offender employment program is available. It requires some time and effort to find the information and talk to the people who have successfully developed offender employment programs.

Additional data on methods of employing offenders is available from the National Alliance Business. The NAB has previously conducted yearly employment campaigns for targeted groups such as Vietnam veterans, youth, handicapped, and ex-offenders. Although the first three targeted groups are no longer a focus of the NAB, ex-offenders are still receiving assistance in several pilot-test cities. So, contacts with NAB should be developed and maintained to keep up to date on developments in private sector employment programs for offenders.

Job Placement

The second process in getting offender clients a job is job placement. This activity refers to actually matching job requirements with a particular client's skills, selecting a client or clients for the job or jobs, and helping the offender client get to the job and get acquainted with the employing organization's offender assistance specialist.

Job placement is a very personalized effort. Of course searching for the appropriate jobs for various clients and accurately matching clients with jobs are the keys to successful placement and job retention. Searching for available jobs can be done by various methods, from reading want ads in the newspaper to using employment services (public and private). A recent study[2] by the Metropolitan Human Services Commission points out that job development and job placement efforts are being conducted by twenty-one different agencies without unified coordination. Twenty-five agencies are providing employment related services to the forty-five to fifty thousand structurally unemployed and underemployed persons in Franklin County, again in an uncoordinated manner.

This lack of coordination is mentioned because it indicates the need for the system to develop a communications network among its member agencies and with the community in general, especially business and industry. Without such communications, job placement can become a time consuming and disappointing effort because there are too many people looking for too few jobs.

The outlook for the future looks brighter in terms of coordinated job development and job placement efforts beneficial to all agencies trying to place their clients. The formation of

---

[2]Metropolitan Human Services Commission. The Final Report on Employment Services, Columbus, Franklin County. (Columbus, Ohio, 1981)

the Franklin County Employment and Education Commission should provide the impetus for developing a coordinated jobs effort in Franklin County. The offender services delivery system should seek every means of becoming involved in the commission and its efforts on behalf of the unemployed, the employers, and human service agencies.

Job Follow-Up

The third process in the task of getting system clients employed and keeping them employed is that of follow-up. Follow-up is an activity that is time consuming. It is essential, however, to assessing whether or not the system has been successful in providing needed skill and attitude training and counseling which enables clients to succeed in their jobs.

Follow-up activities should be conducted over a long period of time. Initially the follow-up personnel interview should occur at thirty, sixty, and ninety-day intervals, that is, after the first, second and third month of employment. Interviews should occur away from the work site in order not to embarrass the client worker or label him or her. Interviews with the offender assistance specialist and/or worker supervisor can be conducted on the job so long as privacy can be assured.

After the third-month follow-up interview, a six-month and then a yearly interview should be scheduled. Again, privacy of the client should be respected unless the client wishes a previous situation to be known.

The follow-up effort should last for three to five years. Although seemingly a long period of time, it does provide a sound basis for gathering accurate data about offender clients and how the system's services can be related to the success or failure of persons in jobs held during that three to five years.

The three to five years, preferably five, are essential to getting data on workers. "According to experts, the average worker under thirty-five years of age goes about the job hunt once every one-and-a-half years! And the average worker over thirty-five, once every three years!"[3] So there is a need to see how system services relate to getting and keeping a job, being advanced in that job, or moving to a similar, better, or worse job.

Follow-Through

The fourth and final process in helping offender clients get and keep jobs is follow-through. This process involves keeping clients who are working informed about the system's availability of job counseling and placement services.

Some clients may from time to time have problems with their jobs related to their relationships with coworkers or personal feelings about self and skills. At these times the service system should be ready to assist the clients if they choose to avail themselves of those services. The system should be able

---

[3]R.N. Bollec. What Color Is Your Parachute. (Berkeley, California: Ten Spiral Press, 1981).

to help the person with counseling and/or obtaining other or further job skill training. Referrals by the system's staff to various system agencies or other human service organizatiions should readily be available to assist the client.

These ready services can only be provided, however, if the system maintains its follow-up contacts. Research has not establsihed a maximum or minimum period for offender services systems to work with their clients once placed in jobs. Common sense, however, would indicate that as long as clients are within the geographic service area for the system, they should be able to receive services in person and through staff visitation to their homes or places of work. If clients have left the area, they should be encouraged to call the system for telephone assistance and referral to a human service agency in their new locale.

The essence of both follow-up and follow-through activities is to make certain the service system is always available to clients even after they have left the immediate confines of the system. These processes let the client know there is a human support network for them to fall back on should they need to. Such a feeling would be nice for all people to have, offenders and nonoffenders. Such a system of human services should prove to be worth the effort required to establish it.

Production Training Center (PTC)

In 1980 Alvis House had a feasibility study[4] conducted to examine the idea of an ex-offender sheltered workshop in central Ohio. The workshop would provide vocational training and sheltered employment for offenders in central Ohio.

The results of the study showed such a workshop was feasible to plan and operate in the Columbus-Franklin County area. Further, the study showed a limited, but nevertheless present, commitment of corporations and other organizations to provide funds, facilities, equipment, and advice and expertise to the Production Training Center (PTC). Contracts for manufacturing of goods or provision of services would be available to the PTC and employers would be willing to hire PTC trained workers.

The study and its results are briefly mentioned hereto point up the positive feelings present in our community toward offenders and their plight, especially in relation to jobs, education, and training. The positive feelings expressed by study participants (both those who completed the survey and those who attended a conference on the PTC) was not overwhelming. Neither was it so small as to question its validity. The expressions of support and the lack of support both point out the urgent need to inform the community if the

---

[4]C. M. Whitson, P. E. Schroeder and R. B. Allton. Alvis House Production Training Center Feasibility Study, 1980 (Columbus, Ohio: The National Center for Research in Vocational Education, The Ohio State University, 1980).

community is to stem the tide of human sufferings and ostracism that a growing number of offenders experience. Suffering and ostracism impoverishes the community and increases its problems.

The number of state and federal adult inmates serving sentences of a year or more increased 29 percent nationwide, from approximately 237,000 to 305,000 between 1975 and 1980.[5] Ninety-five percent of all inmates will be released. Yet victimization surveys conducted by the U.S. Census Bureau have reflected relatively stable crime rates.[6] And one must not forget the thousands of offenders in community homes, on work release or furlough programs, and on probation parole.

There are problems in our community related to the treatment of people, especially offenders. These problems can be met and solved for offenders by establishing the cooperative and comprehensive offender services delivery system outlined in this document. A model system, built on cooperation among and within human service agencies and criminal justice agencies, not on competitiveness or noncommunication, can influence the manner in which Columbus and Franklin County address their problems on competitiveness or noncommunication, can influence the manner in which Columbus and Franklin County address their problems

---

[5]American Correctional Association, Juvenile and Adult Correctional Department Institutions, Agencies, and Parling Authorities. 1981 ed. (College Park, Maryland: American Correctional Association, 1981).

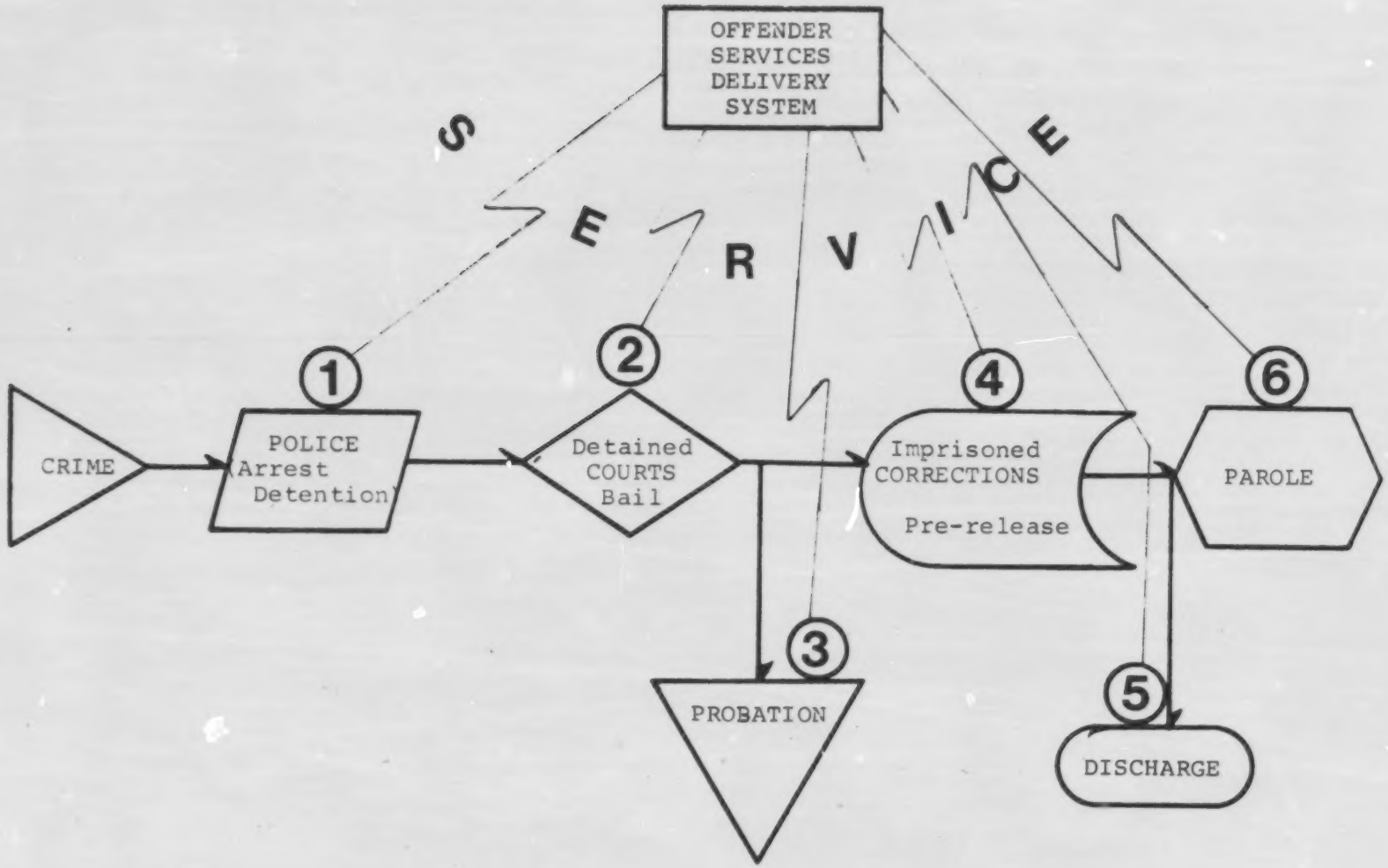
[6]Bureau of Justice Statistics, Criminal Victimization in United States, 1978. (Washington, D.C.: Bureau of Justice Statistics, U.S. Department of Justice, 1980).

## PROVIDING CLIENT SERVICES NOW AND IN THE FUTURE

A key question which often comes up is: "When are these services provided?" Well, that all depends on what services are be available. Assuming availability of the full range of services anticipated as offerings of the system, there are at least six points in offenders' travels through the criminal justice system where assistance of varying types and intensity could be offered. Figure 3 graphically shows those points, places, and times.

For example, at point 1, a volunteer worker could check incoming detainees and ask if assistance was needed in contacting friends, relatives, employers, and so forth, or if assistance was needed in maintaining/checking a household (single, married, with children, with ederly, and so forth). Such a service is rather simple, yet it helps the offender in a very specific way. It also sends a message that there are people who care.

At point 2, where presentencing and sentencing are just two of the many steps an offender may encounter, there is an opportunity to provide support services, mostly on an organized volunteer basis. These services would help offenders' families remain independent and avoid permanent injury to family relationships. Families are strained beyond reasonable limits when a member is adjudicated and/or incarcerated. They need help. A




56

FIGURE 3. System Services Points of Entry

57

successful service of this kind is operating in Hartford, Connecticut. As indicated on the diagram, there are other points and places where the system can intervene to provide services.

At this point in time, the system will be developing its working and cooperative relationships between agencies, organizations, and government departments. At first services provided by these groups will and should continue to be independent of system coordination for one to three months. During those first three months every effort should be made to unify data collection methods and forms so client information can readily be exchanged. Once there is a uniformity of client data, the system's organization can more readily share information about clients and determine where services are needed and who can provide the services.

As the system develops its capability to provide services and as it builds the trust relationship between various agencies involved in working with offenders, development of "new" offender services will likely occur. This is only natural as the meeting of minds produces a more comprehensive view of the needs of offenders and creates viable alternatives for meeting those needs.

Rearrangement of responsibility for providing services will also likely occur. Evaluation of programs and participant success will indicate where and when various services might better be provided. For example, currently vocational training

can be obtained during incarceration and after release through different agencies. Coordination of effort might reveal the need for vocational training to be provided only during incarceration, or at least only for certain job clusters. The variety of specialization of services functions for agencies, coupled with cooperative follow-up and follow-through of clients once "released" from the supervision of an agency, is limited only by the creativity of system staff.

It is important to take the best available action immediately to meet a client's human needs. Showing an interest in and actually helping offenders - NOW - is better than not attempting anything until everything is in place. As time progresses the system will be able to redefine its operations, eliminate duplication of effort, and become efficient, effective, and timely. Until that point, however, work must go on and relationships must be built. Only time and effort will evolve a system which truly meets needs--needs which will change as people who meet the needs change, and as people who have the needs change.

## ADMINISTRATIVE AND ORGANIZATIONAL STRUCTURES FOR THE COMPREHENSIVE AND COORDINATED OFFENDER SERVICES DELIVERY SYSTEM

As the title of this section implies, there must be some structured, purposive action taken to ensure that the human needs of offenders in and returning to Columbus and Franklin County are indeed met by the people and agencies in our community.

At the onset of discussing the desire to develop and operate this service delivery system, there are several points that should be kept in mind:

1. There is no lack of potential clients to serve. Estimates suggest anywhere from two thousand to forty-five hundred adult "offenders" in our community who need a variety of human services.
2. There are numerous human service agencies, public and private, of varying sizes that do provide to some degree the entire spectrum of services to meet practically any human need.
3. The desire and sincerity of the people who operate those human service agencies to meet human needs is beyond question. The people are dedicated professionals and volunteers who are genuinely concerned about the needs of their fellow citizens, who for whatever reason are less fortunate or priviledged than they are.

4. What is needed is a structure for each agency to exist on its own merits (as warranted by community affirmation and acceptance of the agency), to serve its clients effectively and efficiently, and yet to be a part of a greater whole which serves human needs without forgetting or losing one single individual in need.

5. Developing the structure mentioned in point four and implementing that structure is a monumental and time consuming task--yet, it is a task that not only can be done, but under existent economic and societal conditions, must be done.

6. The system, to operate, must be based on personnel from all agencies agreeing to disagree, and agreeing to agree on the best means of serving offender needs, yet keeping in focus the absolute need to work cooperatively in a trusting relationship that says "Together we can, apart we can't."

7. Finally, in serving the needs of offenders, we must examine our own beliefs about that class of society, and in so doing, come to accept offenders as humans whose potential has not been tapped, but whose potential can be realized with the help of people in the system.

The overriding philosophy that has to guide the planning, development, and operation of the offender services delivery

system is that there is inherent worth and value in all humans in terms of their potential to society. In other words, for the system to eventually succeed, the people who operate the services delivery mechanisms must themselves believe in the value of what they are doing and the value of the humans they serve. We all must be advocates for the client.

Specific guidelines or operational procedures for the offender services delivery system can be collected and codified if each agency currently serving offenders bands together in a cooperative effort.

There are basically no new procedures or startling discoveries of ways to better serve offender clients. Common sense and review of other offender services delivery systems across the United States dictates the actions suggested herein.

These actions require that a cooperative network of human service agencies which serve offenders, as well as those which do not currently, but could be formed. Through this network approach the client can be comprehensively served because there will will be services available when needed. Provision of these services will be under the coordination of the system, thus ensuring that all clients will receive the needed services when necessary, and no clients will be lost because of bureaucratic red tape and arguments over who should do what, to whom, when and where.

## Advocates for Offenders

In developing the operations of the offenders service delivery system, careful consideration of the attitudes of each person involved in the venture must be made. Is each person truly an advocate--a supporter or defender; a person who argues for a cause; a person who pleads in another's behalf--for the goals and standards of the system and the offender?

## Goals and Standards for Offender Service Delivery System

Crucial to successful operation of the system is a definition of what is being attempted. Is the system trying to serve only those offenders on probation? Is it trying to provide only job training and job placement services? Exactly what is the system trying to do (goals) and to what extent (standards) is it trying to do it?

The specifics of these goals and standards at first will have to be rather general. For example, it might be stated:

Goal: To meet various needs of offenders in the community through a comprehensive and coordinated network of human agencies.

Standard: To provide these services for 400 offenders over a one-year period, said services to be available for each offender for a maximum of six months.

The goal statement says what the system will do, for whom it will do it, and who will do it. The standard statement indicates the extent to which the activities will be provided. The standard statement serves as a benchmark against which accomplishment of goals can be measured.

As the system evolves over time, the goals and standards statements become more specific. This is necessary and desirable in order to narrow the options for system activities to those which can be successfully completed. A realistic statement of the numbers of clients to be served and the period of time in which they can be served is essential to accurate budget preparation.

Determination of these goals and standards should be rather straightforward and uncomplicated given the collective experiences of agencies currently providing services to offenders. The only temptation will be if too much is promised in the way of services for too many clients, because of the feeling that the system can do all for all, and because of the pressures of knowing so many offenders exist who are in need of services. We believe, however, that the reality of providing services to offenders within the confines of the financial and human resources available in Franklin County is well known to the people who are or will be part of the system.

Beliefs in Offenders as Humans

What you think and feel about another human dictates how you will act and react when you personally meet that individual. Thus, it is extremely important what those who serve the offenders think and feel about offenders.

In the people helping people relationship it is a prerequisite that the person providing the help have a positive image of the person in need. This image must be one of seeing the needy

person as truly in need. We do not mean to overlook the so-called needy person, the con-artist who will attempt to get anything from anybody. There are a number of such people who will avail themselves of the system's services. However, the system staff cannot approach each individual in need as a potential con-artist. Rather, each staff member serving the client must be made aware of and trained to spot the client going along for the ride and not in need. Thus, staff can approach each client as truly having needs and start from the first contact to establish a trust relationship between client and helper.

Our attitudes toward crime and those who commit the crimes are very personal and emotional ones. Perhaps crime has even touched system staff themselves. Crime and criminals, no matter how serious or trivial, are often lumped together in one category without regard to degrees of severity or impact of the crime. This attitudinal problem daily confronts those who work with the offender. It is a problem not to be taken lightly.

In working with offenders to meet various needs, especially job skill training and job development and placement, it is important to remember that the staff is selling to the world a "product." Yes, that "product" is a human--a human who came to the system unrefined and unprocessed; a human who, as a result of the system services, has been polished and refined into a marketable product acceptable to the buyers (society in general and employers and family and friends in particular); but is

nevertheless a product the seller must believe in. So attitudes of system staff are important to success in serving offenders and the community.

Staff Training

No matter who we are or what we do, there is always something we can learn about ourselves and our job that will help us be better workers and people. Thus, both preservice and in-service training for system staff is vital to the provision of human needs services in a timely and effective manner where human relationships, not process or procedures, are the desired results.

The type of training necessary to create an atmosphere of creativity and caring which both staff and clients can sense should be based on two factors. First, the specific skills staff should have to operate the system. Training to develop skills in interpersonal relationships, counseling, system procedures, and services and staff of agencies participating in the system are important topics to be covered to ensure proper operation of the system. This type of training revolves around system policies, procedures, and staff job descriptions. Most of this type of information currently exists separately in the various groups now serving offenders, be they public or private. Development of a "system" set of policies and procedures will evolve as the agencies who become signators to the cooperative working agreement determine the need to consolidate those policies and procedures into a unified set. Such unification of

service methods will lessen confusion and hasten the delivery of timely quality services to meet offender needs.

The second factor to base training on is the self-expressed needs of staff. Often overlooked, but critically important to an organlzation's success, are the needs for training which staff themselves perceive. Such needs in many cases are not even thought of by management, yet are important areas for smooth and effective operation.

As staff training programs are developed the amount of time required for staff to participate in those programs must be flexible. Mandated training time for new employees is, of course, dependent on the materials to be covered. Consideration should be given to making such training a highly structured onthe-job situation. Such training makes the information and practice received in the confines of the training room come alive in the real world of work. On-the-job training would enhance the ability of the system to develop competent and caring staff, knowledgeable of human needs and ways to meet those needs more than would any other type of training.

Inservice training time essential to continued system operations should be carefully examined and minimized. Wherever and whenever feasible memos or short person-to-person information giving should suffice to pass on changes in system operations. The opportunity for staff to request a short, structured training program on such topics should be left open, however.

More time should be made available for staff to participate in training for which they express a need. Most of this self identified training will probably be available outside of the system. Thus, budget considerations should include reserving monies for tuitions and consultants' fees (and perhaps travel expenses) related to out-of-system training programs. Sufficient numbers of staff may from time to time have training needs which can be met by inhouse programs. Programs requested by staff should be honored as much as possible within time and budget constraints, and should never be ignored. If staff earnestly believes they have a need for specific training, meeting that need is important to their feeling good about themselves as individuals and their jobs and capability to serve others. A human service agency should not fail to meet the needs of its staff members.

Cooperative and Contractual Agreements Between Organizations

The development of a coordinated and cooperative inter-agency system for the delivery of employment, training, and other human needs services to criminal justice system clients is predicated on several widely accepted and discussed assumptions and conditions.

- First, the criminal/juvenile justice system, the employment and training system, and human needs service system share a common goal of increasing the employability, employment, and general living status of youth and adult offenders.

- Second, neither public or private sector financial and human resources of those systems have been used to the best advantages.
- Third, acting in an uncoordinated manner, these systems have developed services which are duplicative and often conflicting in purpose.
- Fourth, the systems have, therefore, failed to serve the best interests of their clients, employers, the community at large, or the systems themselves.

In order to alleviate these conditions, it is appropriate for the service agencies to band together in a mutually satisfactory relationship or cooperative.

An essential beginning component in this cooperative venture is a written document or agreement which establishes the operating framework for the system. The agreement is an effective tool for communicating to all parties involved, and to others concerned about the activities of the system, exactly who is responsible for what in the totality of the system. The agreement supports in writing the philosophy and purpose of the system as well as some specifics.

An example of an ongoing agreement utilized by the Comprehensive Offender Employment Resource System (COERS) in Massachusetts is shown on the next nine pages. It typifies working agreements across the country formed by diverse (public, private, government) human service agencies with common goals and clients.

The details of an agreement are, of necessity, specific. Definitions of terms should be provided to clarify any ambiguity which might come up. A statement of purpose for the system must

be made to clearly define in a general manner the cause for such a system coming into existence, its functions, and hoped for results.

FIGURE 4. Example of Cooperative Working Agreement

INTERAGENCY AGREEMENT

Framework for Employment and Training Services for Offenders

THIS AGREEMENT made and entered into this 1st day of October , 1980 by and among the Department of Correction (DOC) the Department of Manpower Development (DMD), the Department of Youth Services (DYS), the Division of Employment Security (DES), the Employment and Economic Policy Administration (EEPA, Boston CETA prime sponsor), the Hampden County Employment and Training Consortium (HCETC, Springfield CETA prime sponsor), the Massachusetts Committee on Criminal Justice (MCCJ), the Massachusetts Rehabilitation Commission (MRC) the Massachusetts Parole Board (MPB), the Office of the Commissioner of Probation (OCP), and the Worcester Employment and Training Consortium (WETC, Worcester CETA prime sponsor).

WHEREAS, the parties desire to develop jointly an integrated system for providing the full range of employment, training and support services for offenders.

WHEREAS, the parties desire to establish a general framework within which to operate this integrated state-wide system.

NOW, THEREFORE, the parties hereby agree as follows:

ARTICLE I

Definitions

The following words as used in this Agreement shall have the following meanings:--

"CORI," Criminal Offender Record Information Act, G.L. c. 6 Sections 167 through 178.

"Employment Resource Center," ERC, an office which provides training and assistance to offenders including outreach, intake, preemployment training, assessment of skills, counseling, job development and referral to supportive services, education, training and employment, and follow-up services.

"Follow-up Services," monitoring and facilitating adjustment of ERC clients to employment by telephone contact, written contact and visits to clients;

collection of data needed for monitoring and evaluation of the Program.
"Offender," any adult or juvenile who is or has been subject to any stage of the criminal justice process for whom employment and training services may be beneficial or who requires assistance in overcoming artificial barriers to employment resulting from a record of arrest or conviction.
"Parties," DOC, DMD, DYS, DES, EEPA, HCETC, MCCJ, MRC, MPB, OCP and WETC
"Prime Sponsor," a unit of government eligible for financial assistance as defined by Section 101 of the Comprehensive Employment and Training Act of 1978, P. L. 95-524.
"Program," the Comprehensive Offender Employment Resource System (COERS) to be developed by the cooperative efforts of the Parties of this Agreement.

ARTICLE II

Statement of Purpose

The Parties to this Agreement recognize the need to coordinate their efforts to provide a complete service delivery system to place offenders in employment. To provide this system, each Party shall contribute resources in the form of funds, staff, equipment, technical assistance, or office space. These contributions will be used to centralize employment and training services for offenders in ERCs. The development of the ERCs shall be supervised and coordinated by the chief staff person for the Program, the Executive Director. This Agreement specifies the contributions to be made by each Party and commits each Party to a role in developing the state-wide system.

ARTICLE III

Advisory Board

The development of a comprehensive system for employment and training for offenders will require a coordinating committee which represents the views of the Parties to this Agreement. Accordingly, there shall be an Advisory Board composed of eleven members. The chief administrative officers of DOC, DMD, DYS, DES, EEPA, HCETC, MCCJ, MRD, MPB, OCP, and WETC shall serve as members of the Advisory Board. The Assistant Secretary of Economic Development for Manpower Affairs shall serve as chairperson of the Advisory Board.

The Advisory Board may, in its discretion, enlarge its membership. The Advisory Board shall hold periodic meetings to formulate goals and priorities for and evaluate the implementation of this Agreement. The Advisory Board shall encourage the development of additional cooperative relationships to develop a comprehensive system for training and employment of offenders. In addition, the Advisory Board shall be responsible for resolving disputes between the Parties arising out of or relating to this Agreement.

ARTICLE IV

Duties of Parties to this Agreement

A. Department of Manpower Development (DMD) shall:

1. contribute $750,000 for one year for program operations.
2. select the Executive Director, subject to the approval of the Advisory Board.
3. supervise the Executive Director.
4. seek to develop a permanent structure for COERS Central.
5. assist in developing curriculum related to employment to train program staff.
6. assume responsibility for general accounting and budgetary services.
7. develop and implement procedures to monitor the Program.
8. provide technical assistance for the evaluation of the Program.

B. Massachusetts Committee on Criminal Justice (MCCJ) shall:

1. seek to obtain the training resources of the Massachusetts Criminal Justice Training Council.
2. assist in developing curriculum related to criminal justice to train Program staff.
3. ensure that the ERC established in Springfield and funded in part by $16,000 in funds authorized by MCCJ, is part of the service system established by this Agreement.
4. develop and implement an evaluation of statewide COERS.
5. seek waivers from CORI as necessary.

C. Division of Employment Security (DES) shall:

1. provide testing to assist in job placement to ERC clients. These tests will include the General Aptitude Test Battery, the Specific Aptitude Test Battery, and various clerical tests.
2. operate the job development and placement component of the program with 25% of the cost of the component to be financed by Wagner Peyser Funds.
3. integrate the delivery of services under this agreement by colocation of DES staff with other staff of the ERCs.
4. coordinate the job development activities of the Program with its overall employer activities.

D. Massachusetts Rehabilitation Commission (MRC) shall:

1. assign a minimum of one vocational rehabilitation counselor to each ERC on an as needed basis to be determined jointly by the MRC Area Office Supervisor, the MRC Commissioner's COERS Designee, and the ERC Manager. For better coordination, only one MRC office will relate to each ERC; thus, if more than one vocational rehabilitation counselor is needed, it will be added out of the same MRC office.
2. provide the following non-purchased vocational rehabilitation services to all offenders who are determined MRC eligible: counseling and guidance, referral, placement, job development and follow-up services.
3. provide purchased rehabilitation services pursuant to MRC's Order of Selection regulation and financial need criteria for MRC eligible offenders.
4. assist in developing curriculum to train program staff to work with handicapped offenders.
5. utilize the MRC Commissioner's COERS Designee as the primary coordination/liaison person between MRC and the Executive Director of COERS.
6. participate in the local COERS ERC Adivisory Boards (Springfield MRC with the Springfield ERC, MRC Worcester Suburban with the Worcester ERC, and the Corrections Office with the Boston ERC).
7. appoint liaisons in other parts of the State to serve future ERC's as they are implemented.

E. Department of Correction (DOC) shall:

1. assign one staff from each correctional institution and one staff person from each pre-release center to serve as Outreach Workers. Outreach Workers shall recruit and refer selected offenders to the ERCs, assist in developing Employability Development Plans for clients referred to the ERCs, and, subject to CORI, provide information to determine the eligibility of offenders for ERC services.

2. make available Mr. Edward Gallagher, Director of Manpower Development, to serve as the Program's Employer Development Specialist. This Specialist will be responsible to the Program Director to coordinate job marts, conferences, employer committees, and other employer development efforts; also to provide information to employers and to reduce barriers to employment of offenders. The DOC will also provide 4 (four) manpower development staff and 1 (one) clerk, thereby contributing a total of 5 (five) staff to the Boston ERC.

3. provide assistance from its legal and legislative staff to promote the passage of legislation and policy favorable to the employment of offenders.

4. provide supportive services to offenders in its custody who are ERC clients. The supportive services shall include residence, transportation assistance, counseling, drug treatment and medical care.

5. provide follow-up services to all ERC clients while still in the custody of DOC.

6. assist in developing curriculum related to criminal justice to train Program staff.

F. Parole Board (PB) shall:

1. identify and refer parolees to ERCs.

2. provide emergency financial resources to parolees.

3. provide information to ERC staff about community resources to aid parolees and potential local employers.

4. subject to CORI, provide information to determine the eligibility of parolees for ERC services.

5. assist in formulating Employability Development Plans for parolees.

6 provide follow-up services to all parolees who are placed in training and jobs by the ERCs.

7. the Parole Board continues to recognize the importance of employment for its clients. Given this importance, Parole has the commitment to identify and develop staff and/or financial resources for COERS.

G. Department of Youth Services (DYS) shall:

1. recruit and refer youth in its custody to the ERCs.

2. assign one professional staff member from each DYS Regional Office to coordinate recruitment and referral of youth to ERCs.

3. subject to CORI and FIPA, provide information to determine the eligibility of youth in its custody for ERC services.

4. assist in formulating Employability Development Plans for youth in its custody.

5. provide supportive services to ERC clients in its custody, including foster care, group residence, family therapy, adolescent counseling and alternative education.

6. provide follow-up services to youth in its custody at the time of placement.

7. assist in developing curriculum related to employment of youth to train Program staff.

8. provide in service training to familiarize ERC client service staff with existing juvenile justice resources and specialized needs.

H. Office of the Commissioner of Probation (OCP) shall:

1. seek the approval and support of the Chief Administrative Justice of the Trial Court and of the probation service in those courts making the most referrals to COERS in order to assign staff to the ERCs for performing services important to the continued success of COERS.

2. assist in the evaluation of COERS by contributing its research staff to provide follow-up information on a sample of clients in order to determine recidivism rates;

3. assist in attempting to secure waivers from CORI for the program;

4. seek to obtain the resources of the probation service for the recruitment, referral, and follow-up services for clients;

5. seek to obtain the resources of the probation service in the local planning, design, and implementation of local employment services for offenders.

6. assist in developing curricula related to criminal justice to train program staff.

I. Employment and Economic Policy Administration (EEPA, Boston, CETA prime sponsor) shall:

1. maintain the EEPA funded assessment center at the Boston Employment Resource Center thereby contributing $85,673.00 in service delivery staff in addition to its contribution of a Singer Graflex equipment.

2. EEPA will maintain a job developer slot thereby providing a contribution of approximately $14,552.00.

3. perform the monitoring of EEPA sponsored services including PSE positions.

4. implement EEPA's automated management information system (MIS) to: (1) monitor client flow through ERC for all EEPA reporting purposes and; (2) develop for DOL any required reports of EEPA sponsored services.

5. provide through its designated field representative technical assistance to the Boston ERC in the effective utilization of the employment and training system, with particular emphasis on the development of linkages with all aspects of EEPA's service delivery system.

J. Worcester Employment and Training Consortium (WETC, Worcester CETA Prime Sponsor) shall:

1. provide Title IIB support of the Worcester ERC thereby providing a contribution of $94,227.00.
2. provide through its designated Field Representative technical assistance to the Worcester ERC in the effective utilization of the employment and training system, with particular emphasis on the development of linkages with all aspects of the Worcester CETA Consortium, especially the National Alliance of Business OJT project.
3. chair the Worcester COERS Advisory Board.
4. provide technical assistance to the Worcester ERC.
5. be responsible for the monitoring and fiscal accountability of the Worcester ERC contract.
6. assist in the development of non-CETA funded resources for the Worcester ERC.

K. Hampden County Employment and Training Consortium (HCETC, Springfield CETA Prime Sponsor) shall:

1. Contribute $30,000.00 to the support of the Criminal Justice Resource Center.
2. on a priority basis, make available to approximately (12) twelve eligible CJRC-PETP participants per month appropriate training and work experience slots.
3. assign a PSE slot for intake to CJRC thereby making a contribution of $7,676.00 and assign, according to a regular schedule, appropriate HCETC staff to conduct CETA intake and multititle eligibility determinations for all CJRC-PETP participants as a supplement to intake at CJRC.
4. be responsible for monitoring and fiscal accountability of the CJRC contract.
5. administer the Memorandum of Understanding between CJRC and HCETC describing the operational procedure between CETA and the CJRC.
6. assign a designee to represent HCETC and to provide staff support at the regular Criminal Justice Review Committee meetings.
7. be responsible for the development and implementation of an MIS system.
8. insure adequate opportunity for technical assistance and training of CJRC staff in basic CETA orientation and eligibility determination to insure that these processes are being performed appropriately.

ARTICLE V

General Provisions

This Agreement shall take effect on October 1, 1980 and shall remain in effect for one year.

DEPARTMENT OF MANPOWER DEVELOPMENT

Mario Alfano
Assistant Secretary

DEPARTMENT OF CORRECTIONS

Louis Berman
Commissioner

MASSACHUSETTS COMMITTEE ON CRIMINAL JUSTICE

William Highgas
Executive Director

MASSACHUSETTS PAROLE BOARD

Brian Callery
Chairman

DIVISION OF EMPLOYMENT SECURITY

Eugene Doody
Director

DEPARTMENT OF YOUTH SERVICES

Edward Murphy
Commissioner

MASSACHUSETTS REHABILITATION COMMISSION

Elmer Bartels
Commissioner

OFFICE OF THE COMMISSIONER OF PROBATION

Joseph Foley
Commissioner

EMPLOYMENT AND ECONOMIC
POLICY ADMINISTRATION

David Mundel
Director

HAMPDEN COUNTY EMPLOYMENT AND
TRAINING CONSORTIUM

Raymond Jarvis
Administrator

WORCESTER EMPLOYMENT AND
TRAINING CONSORTIUM

David O'Toole
Director

The agreement specifies each parties' duties or responsibilities in terms of --

- o funds,
- o staff,
- o equipment,
- o technical assistance,
- o physical facilities, and
- o services to clients.

Each agency and the public must openly see what the various agencies have pledged to do for and with one another to achieve the common goal or purpose.

The period of time during which the agreement is in effect, method(s) of altering the agreement while it is in force, and methods of adding or deleting members of the system should also be specified in the agreement.

In any working relationship between two or more people or organizations, there are always times when some confusion or disagreement arises over specific duties and responsibilities of the parties. A working agreement, signed and approved by each party, is the best way to make certain that the frequency of such confusion can be lessened, and that when confusion does arise, it can quickly be resolved.

In the case of Columbus-Franklin County there are no less than fifty-six agencies, organizations, and government bodies which deal with offenders--to varying degrees. Putting together an agreement for so many organizations may be quite difficult,

if not operationally impossible. In this case it is advisable to establish a cooperative of core agencies whose primary or total client load is offenders. These and only these agencies need to become signators to the agreement. Other agencies whose services could be used by the systems' clients as supplements to those of the system could become party to an "associate member" agreement less strictly defining "duties" of participating agencies.

The core of agencies could include the following:

- Alvis House
- Buckeye Boys Ranch
- Center for Aid & Referral
- Columbus Area Mental Health Center
- Columbus Urban League
- Integrity House
- One-To-One, Inc.
- Man-To-Man
- Manna House
- Orchard House
- Women-To-Women
- Traynor Halfway House
- Adult Parole Authority
- Columbus Municipal Adult Probation Department
- Franklin County Adult Probation Department
- Courts of Common Pleas
- Municipal Court (Franklin County)
- U.S. Parole Office
- Bureau of Vocational Rehabilitation
- Columbus-Franklin Manpower County Consortium (CETA)
- Franklin County Welfare Department
- Federal Prison System
- Ohio Bureau of Employment Services
- Ohio Industrial Commission
- Ohio Youth Commission
- Ohio Department of Rehabilitation and Correction
- Criminal Justice Services Div., Ohio Department of Economic and Community Development

Even these twenty-seven agencies are probably too large a body for effective organization and operation.

More appropriate to developing a working agreement would be to categorize agencies into function group such as the following:

- o Corrections
- o Courts
- o Government Agencies
- o Probation
- o Private Business/ Industry
- o Community Based Organizations
- o Volunteer Organizations
- o Parole
- o Education
- o Labor

Representatives from a selected Organization or organizations could represent each of the groups on a system advisory/policy board. This technique would allow establishment of effective and efficient working relationship. The size of a representative controlling and/or advisory board could thus be kept to manageable and tolerable levels of from ten to twenty-one people.

Advisory Board

In initial establishment of the system, it is important that a controlling or advisory (whichever seems most appropriate) board be established. Such a board can develop the working relationships, formulate and write the agreement, monitor operation of the system, and resolve disagreements over terms and conditions of the agreement.

The advisory board must be carefully chosen and seats on it filled with people who are genuinely interested in the work. Political or figure-head appointments should not be tolerated. Those people who work directly with system clients, even on a limited basis, should comprise the vast majority of members on the board.

At least one former offender not currently working in any agencies providing services for offenders must be a member of the board.

Board meetings should rotate among service agencies and parties to the agreement. Meetings should be held in prisons and jails as a means of constantly reminding members who they are serving and what life is like for potential and actual clients. Tours of system members' facilities and businesses should be a routine practice. A visit and talking with people in the real life settings can replace thousands and thousands of words. The reality-of-life approach is a must for the system to be of benefit to its offender clients, the society that financially supports it, and the staff that operates the system.

Policies and Procedures

To operate any organization efficiently and effectively there must be policies and procedures to guide staff in performing their assigned work. As has been mentioned elsewhere in this document, the policies and procedures for a system will, by necessity, evolve as the cooperative working agreement signator agencies develop the actual operational relationships and

functions. At this point in time the various agencies serving offenders should not attempt to modify their own policies and procedures unless such modification is already in process. To modify existent policies and procedures to make them fit what is perceived to be the role of the agency in the total system and/or to increase the number of clients served will only lead to confusion and problems.

The development of the system and its effectiveness in serving offenders has to be a deliberate, purposive, and calculated effort. It must be done slowly, and like moving musical symphonies and plays, bring its operational effectiveness and human benefits to a crescendo in a timely, impressive, and effective manner.

To rush to serve more people, or to rush to implement new policies and procedures to meet perceived needs, or to make changes for changes' sake is to rush headlong into oblivion. True, slowly and purposively developing the system will cause some offenders in need to be missed. But, the emphasis of the entire system is on long-lasting, beneficial, quality human services to as many as can be served. The emphasis is not on quantity alone.

## Facilities

The location of the physical facilities where services for offenders will be provided to some extent and where coordination will emanate should be easily accessible to offenders. This

means that the location should be well serviced by public transportation.

The building itself should house the coordinator and staff which initially work with the clients.

Services and activities which should be available at or conducted from the center include the following:

- o Outreach and recruitement
- o Orientation
- o Screening and selection
- o Testing
- o Counseling
- o Referral
- o Record keeping

The purpose of having a special location for services to offenders is twofold. First, service system staff will immediately be able to identify the client, referred to the system in some manner as being an offender. This is a critical factor given the nature of services an offender may need as compared to the nonoffender clients human service organizations encounter. The very nature of the offender's life status, especially after confinement, and personal feelings of self-value and acceptance by society mandate that system staff be able to identify, without asking probing and embarrassing questions, who an offender client is.

It has been estimated that as many as 50 percent of the clients served by CETA are "offenders" (Federal Register, Vol. 41, No. 24, June 25, 1976, Sec. 94.4). Yet, records show only a small percentage (4 percent or less) of active CETA clients are ever identified as offenders. The offender client is never identified. Why? The answer is, questions about offender status were never asked, the questions were asked in such a way that they could not be understood and/or answered, or the questions asked were not truthfully answered. Regardless of whether the questions were asked or not, who would like to admit to being an offender given the attitude that the general public has toward offenders?

So the stigma or status of being an offender does not get a person any good points or consideration. At least that is what the majority of offenders believe, and probably rightly so. Over time and as the individual's self-confidence develops, offenders can learn how and when to discuss openly their encounter with the criminal justice system. But, for the present, in order to serve offenders adequately and properly with their unique status in society, it is important to know who offenders are.

The other reason for having a special location for offenders to come to is that of providing a peer group setting. In such a setting, activities and programs designed for the unique characteristics of offenders can better be made available to them. If offender clients are immediately integrated into a

group of clients seeking various human services, especially if the offender status is unknown, it can be very difficult to provide services that are targeted to and accepted by the offender.

This peer setting is especially crucial during the transition period offenders experience upon leaving the correctional institution. As offenders are released from a rigidly controlled environment to the freedom of society, there can be many readjustment and freedom-to-make choices crises. A peer setting, although it too is in the free society, can help alleviate some of these crises.

Additionally, a free world location devoted to serving offender needs is a sign to the offenders. They will have some hope that they can be accepted by society and are worthy of help by the mere existence of the system service center. One such service center in Sandusky, Ohio, has a large sign identifying it as "Offender Services."

Provision of a centralized and specialized location/ building for delivery of services to offenders is a highly desirable undertaking. The use of such facilities has worked in public and private endeavors to help offenders. A cooperative network of service agencies should be no less willing to establish a headquarters or coordination location than a single agency would.

Successful service-providing agencies and cooperative such as the Comprehensive Offender Employment Resource System (COERS)

out of Boston, Worcester, Springfield, and Lowell, Massachusetts; Project J.O.V.O., Inc. in Oceanside, San Diego, El Cajon, Escondido, and National City, California; and Prisoner and Community Together (PACT) in Michigan City, La Porte, and Valparaiso, Indiana, have located themselves in special facilities exclusively for offenders.

Consideration should be given to using homes that can be renovated (the renovation can provide work for skilled ex-offenders) and are not zoned strictly for residential use. Vacant public schools that are very close (one to four blocks) to COTA bus lines might be considered as appropriate locations for satellite service centers and/or the main headquarters. North High School on Arcadia off North High Street could provide an ideal setting if space were allocated exclusively for offenders. The presence of recreational facilities such as those in public schools is definitely a plus for service centers.

Overall, careful consideration must be given to picking a suitable site for the headquarters and appropriate locations for any satellite centers which are in addition to existing facilities of currently operating human service agencies helping offenders. The location must --

- o be easily accessible via public transportation (COTA, cab);
- o be in good repair;
- o be furnished with comfortable, modern, and functional equipment;

be decorated naturalistically (potted and hanging plants; warm, gentle paint colors; incadescent and fluorescent lighting together; carpeted in most areas);

have snack and eating area and vending machines; and

have private offices for all client services (except group testing, training, lectures, discussion groups, etc.).

Additionally, the facility should have adequate, free, and controlled parking for staff and clients.

These considerations for the facilities are important because the emphasis on serving offenders is to make them feel and actually be comfortable--both in the physical and mental sense. After any period of time in American jails, prisons, or criminal justice system agencies, people need to be built up by feeling a part of a modern and caring agency.

Attention to the details of physical location is important to staff and client alike. Careful planning of physical facilities and equipment may be as useful and productive to the success of the service system as the program/services planning. This is not to say that the physical facilities are of equal or greater importance than the staff and program offerings. But every action to make the system look and feel topnotch, professional, and in tune with our modern society is a plus. Additional transportation may need to be provided by the system itself. Public transportation is a viable way for clients to get to the service center or centers. But are clients taught how to use that transportation system? Might there not be a potential for improved client attendance if a "busing" service were available to pick up clients at key locations? After all,

how many clients can or will drive to the center(s)? How many own cars? Mobility is taken for granted in our society, but clients needing the services of this system will often lack mobility.

## Data for Decisions and Services

Determination of what the offender services delivery system should provide, when, to whom, how, and where can only be made when there is ample and accurate data. Data describing (1) the offender clients, (2) system staff, (3) system facilities and equipment, (4) system budget, and (5) system services/programs are essential to successful day-to-day operations.

Routine business practices dictate methods of collecting, recording, storing, retrieving, and analyzing and reporting data concerning system staff, facilities and equipment, budget, and services/programs. However, given the uniqueness of system clients in terms of what they have been exposed to throughout their long or short confinements in any of the parts of the criminal justice system, some new forms and procedures for collecting data are indicated.

In the planning of comprehensive services to meet the needs of offenders, in determining what those needs are, and in actually servicing those needs, it has been determined that a wide variety of data elements exist. The exhaustive list of data (see Figure 5) describing offenders is deemed to contain those elements which, when made available to and/or collected by

staff, will enable them to properly provide needed services for offenders.

Collecting all of this data or even parts of it is, at the present time, a monumental, if not impossible, task. As different agencies now operate, personnel within agencies each collect the information pertinent to their peculiar and particular needs. It would be more efficient and more beneficial to all parties concerned if a complete and uniform offender data collection form could be created by the services delivery system for use by all agencies in the criminal justice system. Thus, once an offender enters the criminal justice system a basic personal data record of relevant and needed information could follow the individual. As the offender progresses through the criminal justice system, from agency to agency and place to place, the uniform offender data form could be updated. Duplicative data efforts, forms, and files would be unnecessary since one set of forms would have all the needed information.

Of course, it can be anticipated that certain agency personnel and agencies may require more specific data than that listed. Under a uniform data form concept these "special data elements" could be recorded on "appended forms." These forms would stay within the confines of those agencies who use the data. The information collected would not need to be passed on to the next person or agency involved with the offender.

FIGURE 5

DATA ELEMENTS DESCRIBING OFFENDERS

PERSONAL DATA

Name: Last, First, Middle
Sex
Race
Date of Birth
Place of Birth (City, State)
Height
Weight
Current Address
How Long at Current Address
Prospective Address
Telephone Number Where You Can Be Located
Other Places Lived
Birth Certificate in File (Yes; No)
Drivers License (Yes; No; Type? Valid? Points?)
Social Security Number
Social Security Card in File
Criminal Justice System Number(s) (Serial, Case, OYC, DRC)

LEGAL DATA

Current Charge
Pending Charge(s)
Next Hearing Date(s)
Date of Imprisonment
Institution Release Form
Release Data
Paroles/Probation Termination Date
Special Conditions of Parole/Probation
Criminal History/Offense History
Release Type: Adults

Pre-Release:
  Federal

Parole:
  Federal
  State

Furlough:
  Federal
  State

Work-Release:
  Federal
  State

Probation:
  Federal
  State
  Court

Discharged Sentence

Release Type: Youth

Direct Community Placement

Aftercare

Juvenile Probation (Disposition)

Parole/Probation Officer (Youth Leader)

FAMILY DATA

Marital Status: (Single; Common Law; Separated; Widowed; Divorced)

Number in Household: (Children; Other Dependents)

Annual Family Income (all income earners - list income of each separately)

Living with whom (relationship)

HEALTH DATA

Physical/Mental Impairments
Disabilities (handicapped)
Substance Abuse (which type(s))
Medication(s) Being Taken
Last Physical (Date, Doctor)
Hospitalization Record
Immunization Record

PSYCHOLOGICAL SERVICES DATA

Evaluation (Where, When)
Confidential Information Release Form in File (Yes, No)

FINANCIAL DATA

Current Housing Costs
Assets
Savings, Gate Money, G.I. Benefits, Family
Liabilities (Debits - Who:; How Much Owed:; When Payable? How Payable?)

EDUCATION

Highest Grade Completed (Where, When)
Diploma or GED (Where, When)
Special Training
Special Skills
College Degree (Where, When, Field)
Technical School (Where, When, Field)
OJT (Where, When, Occupation)
Apprenticeship (Where, When, Occupation)
CETA (Where, When)
WIN (Where, When)
Adult Basic Education
Vocational Training (Where, When, Field)
Certificates Received (Where, When Field(s))
Prep Program

EMPLOYMENT DATA

Employment History:

Employers (List most recent first)
Company Name, Address, Job Title, Wages/Salary)

Work Experience While Incarcerated:

Prison Industries
Maintenance
Operations

MILITARY RECORD

Branch
Date Entered
Discharge (Date, Type)
DD-214 (Discharge Form) In File
Training Received (Job Title(s))
Duties (Work Experience)
Highest Rank Attained
V.A. Benefits (Receiving; Entitled to Receive)

SPECIAL NEEDS

- Clothing
- Food
- Shelter
- Transportation
- Financial Assistance (Welfare, Loan)
- Unemployment Insurance
- Medical (Physical, Mental)
- Counseling/Guidance:
  - Drug
  - Alcohol
  - Gambling
  - Job
  - Education
  - Crisis
  - Family
  - Budget
  - Interpersonal Relations
- Job:
  - Development
  - Placement
  - Training (OJT, Apprenticeship)
- Referral
- Child Care
- Education

The result of creating a uniform offender data collection form and system would be comprehensive and readily accessible and available data describing an offender. Easy and rapid access to information about an individual in need of help can make it possible to provide timely help, matching the needs and characteristics of the individual.

Because there are so many potential clients of the system, we recommend computerizing the data. We suggest coding the uniform data collection form and entering the information into a computerized data base. Access to the data can be restricted. With such a computerized data base "on line", access by any of the many agencies in the criminal justice system would be almost instantaneous.

Computerization of data on offenders, from their first contact with the criminal justice system, allows for rapid searching of that data base. Such searches could be keyed on various data elements to determine who might need, for example, specialized academic training (based on Education data), or who might be approached to see if they need assistance with their families (based on Family, Financial, and Special Needs data). Cost and time effective searches of the computerized offender data base for program planning (budgets, programs, staff, etc.) purposes could be made. Prior to offenders getting to the place or stage in the criminal justice system where needed programs and services are available to them, such programs could be better planned and implemented because data describing potential needs could rapidly be made available.

In this suggestion there is an element of Utopia. Yet, the constant complaint heard concerning the ability to work with offenders is that "There are too many of them we don't know enough (or even anything) about to properly work with and for them!" Uniformity of data collected, elimination of duplicative data collection efforts and forms, and rapid access to data could significantly erase that complaint. Thus, more time could be given to interpreting data, program planning, and service delivery.

There will be many stumbling blocks to creating a uniform data collection system across all criminal justice system agencies. However, the effort on the part of the system will eventually be accepted and show its merits. In the meantime it is suggested that the communitybased public and private service agencies (not including police, courts, corrections, probation, or parole) develop a uniform offender client data form and attempt to computerize date collection.

For the purposes of the system itself, such an undertaking will be effective. The ability for any one agency to "pull out" a client's record in order to provide services without having to request copies or search for a file will aid immeasureably in serving offenders. Computerized uniform data can also assist in evaluating individual and group progress in attaining goals and performance standards. Statistics on individuals and groups can easily and rapidly be aggregated and computed for a variety of purposes including program revision, budgeting, and end of year evaluation.

easily and rapidly be aggregated and computed for a variety of purposes including program revision, budgeting, and end of year evaluation.

The suggestions made for data collection, storage, and retrieval are made knowing the value of accurate, timely, and easy-to-access information in deceision making. The decisions made on which offenders to serve, how to serve them, and when to serve them are important ones. They must be made quickly, yet in an informed and realistic manner. Given the number of offenders who are potentially clients of the system, computerization is by far the best way to provide needed data.

## Communications

Any well run organization is characterized by an effective communication system, both internal and external. People working in an organization, and those outside the organization, who are well informed are the people who will efficiently and effectively help the organization to achieve its goals.

Planned routing internal and external newsletters should be a feature of the communications process. Basic news about the system--personnel, services, budget, agencies, clients (and previous clients), and evaluation findings should be included in every newsletter. A newsletter doesn't require a massive effort to be effective, but it must be up to date.

Frequency of the newsletter will be determined by the flow of information. Certainly a monthly newsletter is in order to inform persons external to the system of what's happening.

Weekly staff newsletters are probably best for internal communications. Since a number of agencies are or will be involved in the system, it is important that each agency have a designated news gatherer. This person can also be responsible for writing news from the agency to be forwarded to the system's newsletter editor. This decentralization of responsibility for gathering and writing news spreads the burden and adds to the variety and "personality" of the system's internal newsletter.

Both internal and external newsletters should be factual. However, they should focus on people--clients and staff--and their successes. They should not dwell on failures, although problems should be openly discussed. Further, the newsletters should not harp on policies and procedures.

In addition to weekly and monthly newsletters, annual and perhaps semi-annual reports should be generated. Comprehensive in scope of coverage and detail, the annual reports provide yearly benchmarks for evaluation purposes. They also are excellent means of communicating to the public what the system is, what it does, for whom it does it, how it does it, and with what success it has met in serving the needs of offenders and the community. The annual report for the system should be considered as a report to the stockholders of a corporation. That is, it tells it like it really is--profits, losses, no gains, etc. Support from the community will come only as people realize the true nature of the system through written media publicity like the annual report.

Television, radio, newspapers, and magazines should not be overlooked. Routine, although no scheduled on a regular basis, media releases should be prepared. Both positive and negative aspects of the system should be freely presented, although the preponderance of information should (and probably will) explain the positive, successful aspects of the system.

Consideration should be given to scheduled press briefings and interviews as a means of letting the press corps know the system welcomes their inquiries. The anticipated successes of the system will certainly be newsworthy. Further, its continued operation and its success depends on the system becoming a part of the community, a part which is widely recognized beyond the circle of clients.

Media coverage of system operations should not be limited to discussions with "management." Rather, a careful mix of people involved with the system should be available to the press. This mix of people would include staff, Advisory Board members, current clients, previous clients, employers, families of clients, and others as appropriate. The purpose in having such a mixture of people is to show that it takes a lot of people to help serve the needs of offenders. It also helps bring across the point that whatever offenders have been, are presently, or can become in the future affects a lot of people and the community as a whole.

The phrase, "the medium is the message," points to the most important communications tool the system has--its offender

clients! Clients who receive quality assistance that enables them to become productive, useful, satisfactory, and satisfied workers, citizens, and family members are the best advertisers, public relations people, marketers, and system salespeople in the world. Each successfully served offender is worth an encyclopedia of words describing the system!

## Evaluation

Determination of the extent to which goals and performance standards of the system are achieved is accomplished through the ongoing process of evaluation. Evaluation of the system can tell what has worked and what has not. It helps to make decisions in the best interests of system clients and staff as well as the community as a whole.

Evaluation as a process referred to here encompasses:

- o personnel (staff) evaluation--including supervision evaluation of subordinates and subordinates' evaluation of supervisors;
- o program evaluation--numbers, costs, quality;
- o client evaluation--both evaluation of client success in achieving personal goals and client evaluation of system staff, programs, facilities, etc.; and
- o community evaluation.

The process should not be overbearing. Rather, it should be an ongoing routine. Day-to-day operations and data collections efforts should provide the majority of information which can be collected and collated into a comprehensive and understandable report or reports.

Evaluation should not be thought of as something which only a few people do. Yes, only a few will write and produce the final copy of evaluation reports. However, to do that they should have the help of all system staff in making sure accurate and up-to-date information flows freely for all parties to be aware of the status of system operations.

We touched very lightly on this process of evaluation since it is best determined by system staff and agencies. Suffice it to say that evaluation must take place to insure the successful operation and continuation of the offender services delivery system. To conduct this essential comprehensive and ongoing evaluation will take a team effort of everyone involved in the system. Such an effort, if done openly and honestly, will be seen as an opportunity for the various parties involved to contribute to something that they are a part of and that is part of them.

## SUMMARY

"The greatest wealth of a community lies not in the amount of its treasures but in the quality of its leadership."

No matter what has been suggested in this document or others like it, no matter how many agencies exist to serve offenders, and no matter how much money is available, the goal of providing comprehensive and coordinated services, including employment and training services, needed by offenders will be achieved only when people--leaders--work together toward that goal. We see the kind of leadership needed to reach the goal in the people who have been associated with this funded project.

As these leaders overcome the artificial barriers of institutional affiliation and work together in a partnership, offenders' needs will be served. Community needs will also be served by such an undertaking.

The knowledge, skills, and attitudes of people, the physical facilities, materials, and financial resources necessary to developing and operating the comprehensive offenders' services system are available in the Columbus/Franklin County community. All that is needed now is a firm yet realistic belief that: If it is to be, it is up to us!

## EPILOGUE

In developing this plan of action to provide comprehensive and coordinated human and social service needs for incarcerated offenders and released offenders, many problems existing in the various components of the criminal justice system were found. Resolution of these problems is a complex and often frustrating attempt at trying to bring together diverse groups of individuals with differing philosophies of treating and working with offenders.

But, looking realistically at the problems, at the people involved in solving those problems and the prevailing opinions and philosophies, the following conclusion was drawn. If the issues at hand are studied, if careful consideration is given to the information and suggestions contained in the Comprehensive Community-Based Service for Offenders Information PAK, then awareness of the criminal justice system and its various parts will have been increased. The role human service organizations within the community play in helping offenders who are incarcerated and offenders who have been released to become productive and self-satisfied citizens will be realized. Debate and thought about what is being done to address the issues of why people turn to crime and what to do with people once they have turned to crime will have been stimulated. Attitudes people hold toward crime and criminals will have been

challenged; and the foundation for changes in the behavior of citizens at large and professionals in the criminal justice system and the social and human services will have been established.

In sum, action to implement a system of processes and procedures to work with and work for the benefit of offenders and the community will be undertaken.

PEOPLE AND ORGANIZATIONS TO CONTACT

Musts to Visit in Ohio:

Richard J. Billak
Executive Director
Mahoning County Community
Corrections Association, Inc.
1764 Market Street
Youngstown, Ohio 44507
(216) 744-5143

Louis E. Leonard
Executive Director
Comprehensive Offender
Program Effort (COPE), Inc.
Lower Level
117 West Monument
Dayton, Ohio 45402
(513) 461-4781

Elsewhere:

Mark S. Umbreit
Executive Director
PACT: Prisoner and Community
Together, Inc.
P.O. Box 177
Michigan City, Indiana 46360
(219) 872-2142

Other offices: LaPorte, IN
Valparaiso, IN

Lynn Foster
Executive Director
Comprehensive Offender Employ-
ment Resource System (COERS)
296 Boylston Street
5th Floor
Boston, Massachusetts 02116
(617) 727-8561

Other offices: Springfield, MA
Worchester, MA
Lowell, MA

Ruth Harris
Executive Director
Project HIRE, Inc.
407 South Dearborn
Suite 1200
Chicago, Illinois 60605
(312) 663-3816

Stan F. Kano
Executive Director
H.I.R.E.D.
1009 Nicollet Mall
Minneapolis, Minnesota 55403
(612) 348-8560

Other offices: Crystal, MN
Fridley, MN
Stillwater, MN
St. Paul, MN
Hopkins, MN

Benjamin J. Dobbins, Jr.
Executive Director
Comprehensive Ex-Offender
Program
720 Washington
Gary, Indiana 46402
(219) 883-9671

Opportunity Clearinghouse
4144 Lindell Boulevard
St. Louis, Missouri 63108
(314) 652-0360

Musts to Talk/Correspond With:

Fred Bellinger
Deputy Director
Project J.O.V.E., Inc.
1140 Union Street
Suite 403
San Diego, California 92101
(714) 233-5285

Other offices:
Oceanside, CA
El Cajon, CA
Escondido, CA
National City, CA

Sandy Warren
Executive Director
Peralta Service Corporation
1248 - 35th Avenue
Oakland, California 94601

National supported work demonstration site 1976-77

Stanton J. Barnes
Director
Pivot
Seattle, Washington
(206) 464-5465

National supported work demonstration site 1976-77

David Willer
Director of Employment Service
SAFER Foundation
10 South Wabash Avenue
Chicago, Illinois 60603
(312) 726-9200

"Outposts in: Davenport, IA
Rock Island, IL
E. Moline, IL

Additional Contacts:

Mary Sue France
Coordinator of Work Experience Programs
Programs for Ex-Offenders, EDGE
Social Services Vocational Rehabilitation Project
Singer Education Division
Career Systems
360 E. Henrietta Road
Rochester, New York 14620
(716) 442-0540

Robert J. Johnston
Executive Director
Broward Manpower Council
330 North Andrews Avenue
Ft. Lauderdale, Florida 33301
(305) 765-4545

Prison Concern Group
Winona and John Hamilton
First Community Church
1320 Cambridge Boulevard
Columbus, Ohio 43212
(614) 488-0681

Robert Walsh
Director
Offender Aid and Restoration (OAR)/Midwest
1537 North Central
Indianapolis, Indiana 46202
(317) 636-3340

David A. Rooney
Dodge-Fillmore-Olmsted Community Corrections System
Olmsted County Court House
Rochester, Minnesota 55901
(507) 285-8164

## REFERENCE DOCUMENTS

### Musts to Review/Read


American Correctional Association. ACA Comprehensive Work Entry Program: Program Manual, Pre-Employment Training Curriculum (16 Units), and Teacher's Guide. College Park, Maryland: American Correctional Association, 1979.

Armore, J.R., and Wolfe, J.D. (editors) Dictionary of Desperation. Washington, D.C.: National Alliance of Businessmen, 1976.

Beck, J.L. Evaluating the Impact of Community Based Programs on Post-Release Adjustment. Vocational Training Evaluation-Interim Report Three. Washington, D.C.: Office of Research, Federal Prison System, 1978.

Coelho, R.J. "A Severe Employment Handicap: A Criminal Record." Journal of Employment Counseling. March 1980, pp. 75-80.

Community Information Referral Service. 1980 Directory of Human Services for Columbus and Franklin County. Columbus, Ohio: Community Information Referral Service, Inc., June 1980.

Comprehensive Offender Employment Resource System. COERS Staff Manual I: Evolution of an Interagency System. Boston: Comprehensive Offender Employment Resource System, March 1979.

Comptroller General of the United States. Community-Based Correctional Programs Can Do More to Help Offenders. Washington, D.C.: U.S. General Accounting Office, February 1980.

CONtact. A Survival Sourcebook. Lincoln, Nebraska: Contact Publications, 1977

CONtact. Ex-Offender Employment. Lincoln, Nebraska: Contact Publications, May 1980.

CONtact. The Road Back. Lincoln, Nebraska: Contact Publications, May 1980.

Dale, M.W. "Barriers to the Rehabilitation of Ex-Offenders." Crime and Delinquency, July 1976, pp. 322-337.

Erickson, E.H. Childhood and Society. 2nd ed. New York: W. W. Norton and Company, Inc., 1963.

Erickson, R.J.; Crow, W.J.; Zurcher, L.A.; and Connett, A.V. Paroled But Not Free. New York: Human Sciences Press, 1973.

Erwin, J.R. The Man Who Keeps Going to Jail. Elgin, Illinois: David C. Cook Publishing Company, 1978.

Fishman, S.H. "Losing a Loved One to Incarceration: The Effect of Imprisonment on Family Members." The Personnel and Guidance Journal, February 1981, pp. 372-375.

Gottfredson, G.D., and Lipstein, D.J. "Using Personal Characteristics to Predict Parolee and Probationer Employment Stability." Journal of Applied Psychology 66, no. 5 (1975): 644-648.

Greene, M.B.: Beatty, K.; and Brink, S. Volunteerism in the Criminal Justice Systems: The OAR Model and Its Implications for Future Planning. New York: Research, Evaluation and Information Division, Criminal Justice Coordinating Council, October 1979.

Greenwood, D.; Lipsett, L.; and Norton, R.A. "Increasing the Job Readiness of Probationers." Corrections Today, November/December 1980, pp. 79-79, 82-83.

Hunt, J.W.; Bowers, J.E.; and Miller, N. Laws, Licenses and the Offender's Right to Work--A Study of State Laws Restricting the Occupational Licensing of Former Offenders. Washington, D.C.: National Clearinghouse on Offender Employment Restrictions, American Bar Association, 1973.

Kajdan, B., and Alexander, W. Target: JOBS. Washington, D.C.: Institute for Advanced Studies in Justice, The American University Law School, 1978.

Lazerow, R.; Alexander, W.; Alper, N.; and Leiberg, L. Research Data Analysis and Program Recommendations, Employment and Crime Project-Final Report. Washington, D.C.: Institute for Advanced Studies in Justice, The American University Law School, 1978.

LeClair, D. P. Community-Based Reintegration: Some Theoretical Implications of Positive Research Findings. Paper presented at the annual meeting of the American Society of Criminology, Philadelphia, Pennsylvania. Boston: Massachusetts Department of Corrections, 1979.

Mahabir, C., and Galvin, J. L. Parole-Related Community Programs: A Review of Six Programs. San Francisco: Research Center, National Council on Crime and Delinquency, 1981.

Mills, R.B. Offender Assessment: A Casebook in Corrections. Cincinnati, Ohio: Anderson Publishing Company, 1980.

Milosovich, J.T., and Megerman, C. "Community Corrections Center Project--An Employment Program for Ex-Offenders." Offender Rehabilitation, 1, no. 1 (Fall 1976): 34-43.

Miner, C.S.; Moore, A.; Kavouklis, M.N.; and Ryan, T.A. Offender Research Project: A Handbook for Designing and Implementing Offender Programs. Jacksonville, Florida; Jacksonville Community Council, Inc., 1979.

Moore, J. The Colorado Plan--Colorado Consortium for Correctional Vocational Services (CCCVS). Denver, Colorado: Office of Manpower Planning and Development, 1980.

National Association for Industry Education Cooperation. Placement Services: A Training Manual. Ann Arbor, Michigan: Parken Publications, Inc., 1977.

National Offender Services Coordination Program. From Jail to Job--A Planned Approach. Washington, D.C.: National Offender Services Coordination Program, American Bar Association, 1977.

Ohio Management and Research Group. Program Planning Considerations for Ex-Offenders. Columbus: Ohio Management and Research Group, 1979.

Potuto, J.R. "A Model Proposal to Avoid Ex-Offender Employment Discrimination." Ohio State Law Journal 41, no. 77 (1980): 78-106.

Prisoner and Community Together. How Prisoners View Their Needs--Indiana State Prison. Michigan City, Indiana: Prisoner and Community Together, Inc., 1976.

Sanduer, M.M. Labor Market Experiences of Adult Parolees in Ohio: Review and Case Data Analysis. Columbus, Ohio: Faculty of Labor and Human Resources, The Ohio State University, 1981.

Smith, C.L.; Martinez, P.; Harrison, D. An Assessment: The Impact of Providing Financial or Job Placement Assistance to Ex-Prisoners. Huntsville, Texas: Research, Planning and Development Division, Texas Department of Corrections, 1978.

Stephens, J.L., and Sanders, L.W. Transitional Aid for Ex-Offenders: An Experimental Study in Georgia. Atlanta, Georgia: Office of Research and Evaluation, Georgia Department of Offender Rehabilitation, 1978.

Taggart, R. III. The Prison of Unemployment--Manpower Programs for Offenders. Baltimore, Maryland: The Johns Hopkins University Press, 1972.

Toborg, M.A.; Center, L.J.; Milkman, R.H.; and Davis, D.W. The Transition from Prison to Employment: An Assessment of Community-Based Assistance Programs--Selected Program Materials. Washington, D.C.: The Lazar Institute, 1976.

Tromanhauser, E.D. The Attitudes and Practices of Chicago Area Employers Regarding Hiring of Ex-Offenders: A Survey. Chicago, Illinois: Center for Corrections, Chicago State University, 1976.

U.S. Department of Labor. Breaking Out . . . Overcoming Criminal Record Barriers to Employment. Washington, D.C.: Employment and Training Administration, U.S. Department of Labor, 1979.

U.S. Department of Labor. Employment and Training Programs for Offenders. Washington, D.C.: Employment and Training Administration, U.S. Department of Labor, 1977.

U.S. Department of Labor. Employment Needs of Women Offenders: A Program Design. Washington, D.C.: Women's Bureau, U.S. Department of Labor, 1977.

U.S. Department of Labor. On-the-Job Training and the Private Industry Council. Washington, D.C.: Employment and Training Administration, 1980.

U.S. Department of Labor. Self-Directed Job Search: An Introduction. Washington, D.C.: Employment and Training Administration, U.S. Department of Labor, 1980.

Additional References

Abt Associates. An Evaluation of the Training Provided in Correctional Institutions Under the Manpower Development and Training Act, Section 251. Volume 1,2,3. Cambridge, Massachusetts: Abt Associates, Inc., 1971.

Attkinson, D.; Fenster, A.C.; and Blumberg, A.S. "Employer Attitudes Toward Work-Release Programs and the Hiring of Ex-Offenders." Criminal Justice and Behavior 3, no. 4 (December 1976): 335-344.

Berkowitz, J. Ex-Convict Motivation and Recovery Center (X-MARC)--Final Evaluation Report. San Jose, California: American Justice Institute, 1974.

Braithewaite, Jr. Prisons Education and Work Toward a National Employment Strategy for Prisoners. St. Lucia, Queensland, Australia: University of Queensland Press, 1980.

CONtact. The National Ex-Offender Assistance Directory 1979-1980. Lincoln, Nebraska: Contact Publications, 1980.

CONtact. The Revolving Door (Information on Recidivism). Lincoln, Nebraska: Contact Publications, 1977.

Flowers, G.T. Georgia's Intensive Probation/Parole Program: A Look at Recidivism. Atlanta, Georgia: Office of Research and Evaluation, Georgia Department of Offender Rehabilitation, 1978.

Genevie, L.E. Common Law Crime Severity After Release From Prison. New York: The Graduate School and University Center, City University of New York, 1978.

Gowdey, C.E., and Turnbull, C.C., Jr. Report on Employment and Training Programs for Adult Offenders in Washington State (Discussion and Recommendations, Volume I; Resources Directory and Program Descriptions, Volume II). Olympia, Washington: Employment Security Department, 1978.

Gregory, C.F., and Rishel, R.L. Reintegration Directory for Offenders. Williamsport, Pennsylvania: Lycoming Clinton Consortium, 1979.

Horowitz, R. Back on the Street--From Prison to Poverty: The Financial Resources of Released Offenders. Washington, D.C.: Transitional Aid Research Project for Ex-Offenders, American Bar Association, 1976.

Mallar, C.D., and Thornton, C.V.D. A Comparative Evaluation of the Benefits and Costs from the Baltimore L.I.F.E. (Living Insurance for Ex-Offenders) Program. Washington, D.C.: American Bar Association, 1976.

Mangum, G.; Morlock, J.; Snedeker, D.; and Pines, M. Job Market Futurity, Planning and Managing Local Manpower Programs. Salt Lake City, Utah: Olympus Publishing Company, 1979.

Manpower Services Commission. The Relevance and Application of MSC Special Programmes for the Unemployed to Ex Offenders, and Those Non-Offenders at Risk. London, England: The New Opportunity Press Ltd., 1979.

National Advisory Council on Vocational Education. Vocational Education in Correctional Institutions. Washington, D.C.: National Advisory Council on Vocational Education, 1981.

Pennsylvania Prison Society. Vocational Counseling for Prisoners and Ex-Prisoners. Philadelphia, Pennsylvania: The Pennsylvania Prison Society, 1979.

Pownall, G.A. Employment Problems of Released Prisoners. College Park, Maryland: University of Maryland, 1969.

Roberts, L.E., and Dehon, W. The Offender Reintegration Program. Albuquerque, New Mexico: Institute for Applied Research Services, University of New Mexico, 1975.

Skoler, D.L. Governmental Structuring of Criminal Justice Services: Organizing the Non-System. Washington, D.C.: National Institute of Law Enforcement and Criminal Justice, U.S. Department of Justice, 1978.

Sterling, J.W., and Harty, R.W. "Alternative Model of Community Services for Ex-Offenders and Their Families." Federal Probation 36, no. 3 (September 1972): 31-34.

Stott, J., and Miller, N., eds. Crime and the Responsible Community. Grand Rapids, Michigan: William B. Eerdmans Publishing Company, 1980.

Toborg, M.A.; Center, L.J.; Milkman, R.H.; and Davis, D.W. The Transition from Prison to Employment: An Assessment of Community-Based Assistance Programs. Washington, D.C.: The Lazar Institute, 1976.

U.S. Department of Labor. Combining Forces Against Drug Abuse (A Guide to CETA Linkages with Community Drug Abuse Programs). Washington, D.C.: Office of Community Employment Programs, Employment and Training Administration, U.S. Department of Labor, 1980.

Winer, J.M. "Huge Disparities in Jail Time." The National Law Journal 3, no. 24 (February 23, 1981): 1, 28-30.

Yancey, P. "Love Made the Difference." Reader's Digest, November 1978.